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ABSTRACT

Statements and letters from administrators and policymakers and supplementary materials are included in this report of a congressional hearing on the status and future of American education. Four broad areas targeted by the President's educational agenda are as follows: (1) helping those most in need; (2) achieving and rewarding excellence and success; (3) increasing parent involvement and choice; and (4) strengthening accountability at all levels. Area of concern identified at the Charlottesville education summit include health and nutrition issues, the school environment, productivity, and evaluation. (LMI)

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# HEARING ON THE STATUS OF EDUCATION IN AMERICA AND DIRECTIONS FOR THE FUTURE

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## HEARINGS

BEFORE THE

## COMMITTEE ON EDUCATION AND LABOR
## HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, NOVEMBER 13 AND 14, 1989

**Serial No. 101-68**

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# THE STATUS OF EDUCATION IN AMERICA AND DIRECTIONS FOR THE FUTURE

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MONDAY, NOVEMBER 13, 1989

House of Representatives,
Committee on Education and Labor,
*Washington, DC.*

The committee met, pursuant to call, at 9:30 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus Hawkins [Chairman] presiding.

Members present: Representatives Hawkins and Goodling.

Staff present: Barbara Dandridge, administrative assistant (education); Andrew J. Hartman, minority staff director; and Beth Buehlmann, minority education coordinator.

The Chairman. The Committee on Education and Labor is called to order.

This is the beginning of a series of statements by outstanding educators.

It is our hope that we can listen to those who are really on the firing line and to learn from them as to where we are in education today and in what direction we are headed. We will have no comment on the statements that the various ones will issue during these several days of official hearing in the nature of a symposium. No questions will be asked of witnesses. We would like for them to confine themselves to the highlights of their statements which will be entered in the record in their entirety and no attempt will be made to editorialize or to change the statements of those who testify.

It is expected that at the end of the hearing—from some 15 or 20 outstanding spokesmen in the field—we will simply present what has been said and issue that, disseminate that to the public and perhaps out of those different statements a clearer and better understanding of just what we are attempting to do in behalf of the Nation's interests will be better and more clearly understood.

Perhaps some action can be gleaned from what is said. So we will proceed today, tomorrow, and if necessary on Wednesday. It is our hope that other Members of the committee will benefit from what is said. We will obviously share with our colleagues the information that we gather here this morning and this afternoon.

Mr. Goodling and I are pleased to join in sponsoring this symposium. I would like to yield to him for whatever statement he may wish to make.

Mr. GOODLING. Just that I am looking forward to these next couple of days. If we don't have all the answers by the end of those two days, I guess we will never get them.

The CHAIRMAN. Thank you.

We are very honored and pleased that this series of hearings will commence with the Secretary of the Department of Education for whom we have a very high regard and certainly we look forward to him for a continuing dialogue with the committee in attempting to push ahead on the frontier of a better educated America.

Dr. Cavazos, we are very, very pleased to have you. Thank you for taking the time. We understand that you do have a time restraint. I am sure that we will let you out at the time that you need to make your next appointment.

## STATEMENT OF SECRETARY LAURO CAVAZOS, U.S. DEPARTMENT OF EDUCATION

Secretary CAVAZOS. Thank you very much. I would like to thank the Chairman and ranking member personally for accommodating my schedule. I want to start out by reading my statement that is filed for the record.

Thank you for inviting me to share with you my perceptions on the current state of American education. I want to applaud both you, Mr. Chairman, and Congressman Goodling for scheduling this three-day symposium on the problems, issues, and challenges that confront our education system. There is no more important issue before you committee than this. Solutions will only be possible if we all work together to meet the educational challenges that lie ahead for this Nation.

I am sure each of us here today is here today because we already have a pretty good idea of what is going on in American education, and so I am not going to waste everyone's time reciting the dreary statistics and the leak indicators—the embarrassing performance of our students on assessments of knowledge and skills in just about any subject you can name, the test scores, the dropout rates, and the complaints from businesses that can't find workers with even rudimentary skills. We know we have got plenty of problems, and we know we must take action immediately.

Our future as a Nation rests with the children sitting in American classrooms right now—children that too often are being shortchanged by our educational system. Unless we act today—not when the next conference is held or the next report is written, but now—we will discover sooner or later the terrible penalty we face for failing to prepare large numbers of our young people to meet the challenge of our complex, information-driven world. We may have businesses and industries supported by the most sophisticated technology, we may have hospitals filled with the most up-to-date medical advances, we may have a fist-class defense system, we may have world-famous libraries, art galleries, and laboratories, we may have the finest democratic institutions in the world—but who will staff them, who will run them, who will guide them? Not the children we are failing to educate. Without a well-educated citizenry, the United States in in danger of becoming what has been described as the world's only fully-industrialized third-world Nation.

Because the problems facing us are large-scale and complex, they will not yield easily to quick fixes or stop-gap solutions. We must face the fact that we are in this business for the long haul, and that providing the human and financial resources—the investments, if you will—that are necessary for achieving improvements may require sacrifices from all of us. Having said that, I want to outline for you what the U.S. Department of Education is doing, right now, to contribute to the reform of American education.

As President Bush and I have said, we are targeting four broad areas: helping the neediest, achieving and rewarding excellence and success, increasing parent involvement and choice, and strengthening accountability in education at all levels. Together these four principals animate the President's education agenda for America, and together they constitute a solid framework for the types of reform and restructuring needed in our educational system right now.

Helping children who are most in need must be the first priority of Federal and state governments in education reform. Children who are economically and educationally disadvantaged, who are handicapped, who are migrant, or who have limited proficiency in English require additional support and services if they are to succeed. Given limited resources, these are the children we must reach out to first, and that is precisely what I tried to do when we prepared the department's budget submission to Congress. Programs must be targeted to ensure that resources are focused where they can do the most good, and the quality of curriculum and instruction must be upgraded to provide disadvantaged students with an education that stimulates and supports high performance. Low expectations for disadvantaged students become self-fulfilling prophecies. Instead, we must set high expectations for students in addition to providing the resources necessary to assist them in living up to these expectations.

In this regard, I am proud that 85 percent of the Department of Education's budget is devoted to the disadvantaged, to special education, and to needy postsecondary students, and I am proud of the leadership the department is providing in the improvement of the Chapter 1 compensation education program, the department's single largest program serving the disadvantaged. I might add, Mr. Chairman, that you and others here today played a key role in working with the Administration last year when Chapter 1 was reauthorized to find better ways of targeting those resources. The department, through its Chapter 1 technical assistance centers, is working with states, districts, and schools to set specific goals for the educational achievement of students in the Chapter 1 program and develop plans to improve their Chapter 1 projects if the goals are not met.

The department will be monitoring and assisting these efforts through review of state and local program improvement plans and standards during monitoring visits. The department is also planning to hold regional meetings on program improvement for state, district, and school-level Chapter 1 administrators this winter.

If we are to achieve nationwide educational improvement, we must set high expectations for all our children, must assist them in meeting those expectations, and must reward students, teachers, and schools for excellence and academic success. When I released the 1989 State Education Performance Chart on May 3 of this year, I challenged the 50 states, individual school districts, and the Nation's parents to establish educational improvement goals to accelerate the pace of reform.

This work has been given a big boost by the President's historic Charlottesville summit with the governors. Work is now underway by the governors, the White House, and educational leaders nationwide to develop national performance goals in response to the education summit. The department will assist this process, working closely with other Administration and state officials and providing our resources and expertise in developing meaningful, practical achievement goals. In addition to establishing goals, we must also be sure to reward the successes of those who achieve the goals that we set forth.

I am proud to support the President's Educational Excellence Act, which includes rewards for innovation and achievement by schools, teachers, and individual students. Institutions as well as individuals do indeed respond to change, and what we need most is to find adequate, effective incentives to encourage that change. There is no one "magic bullet" that will solve all our educational woes—but a series of carefully thought-out education reforms to restructure our educational system at all levels is sorely needed.

Ideas such as school-based management, merit pay, enhanced support for magnet schools, merit schools, and a host of other reforms that are being tried right now in many of our states and communities hold the key to unshackling the present system from many of the restraints that impede our ability to obtain better results.

And at the heart of restructuring lies the principle of empowering parents, teachers, principals, and school districts to decide what is best for them and for their students and what is truly effective when it comes to improving classroom performance.

Now, Mr. Chairman, I know that you and I may not necessarily entirely agree on the issue of resources, but I would be remiss if I did not at least touch on this issue. You probably know the figures as well as I do. The Federal budget for education is approximately $24 billion and constitutes between 6 and 7 percent of spending on education in America. But when you look at the aggregate figures and recognize that we will spend some $353 billion on education this school year at all levels—Federal, state and local—I think the most important question that faces all of us is accountability: what are we getting for those dollars? For public elementary and secondary schools alone, we will spend over $195 billion in 1989 to 1990. This country spends more on education in the aggregate and as a percentage of our gross national product than it does on defense. We spend more on education than any other country in the world, and we spend more per student than all but three countries in the world. When our commitment of resources is so high, why can't we expect our students' performance to be equally high? Quite frankly, Mr. Chairman, we aren't getting what we are paying for. This fundamental fact points us in the direction of finding ways to restructure what we are doing in education, to redeploy those resources in a fashion that helps achieve better performance. To cite just one of the hundreds of alarming examples, a recent international study on geographic knowledge by the National Geographic Society indicates that one out of seven American adults cannot locate the United States on a globe. Now I ask you, if this is indeed the case, then aren't we in sorry shape? And if this remains true for the next generation, then won't many of our children be literally lost in the modern world? If we want to change the way things are in American education, then we need to change the way we do things—through reform and restructuring.

The education summit in Charlottesville reflected a remarkable consensus among the President, his cabinet, and the governors that restructuring was absolutely essential. I hope, Mr. Chairman, that we can count on this committee, and your leadership, to further what I would characterize as a nationwide consensus of this issue. The joint statement issued at the conclusion of the summit, was the beginning of a framework for the type of reform and restructuring—including the establishment of a process for developing national goals—that is vital to this country. Let us consider some of the key aspects of that framework that were considered in Charlottesville. They fall into four general categories:

First, our children must arrive at school ready to begin their education. This raises issues that include not only education but also health and nutrition concerns as well.

Second, there was concern for what happens in the classroom: do we have an adequate supply of well-trained, well-qualified teachers? Is the school environment free of drugs and violence and other disciplinary problems that seriously impeded learning? Are parents sufficiently involved with their children's learning and with their children's teachers?

Third, I think it is fair to say that there is a concern for what I would call the consumer-oriented aspect of education. If you look at education as an investment of human as well as a financial capital, then it is appropriate to ask about the return on that investment. If the education produced at the elementary and secondary level is of poor quality, then those who depend on that system—our businesses, our industries, our government, and our higher education institutions—may become inferior. Thus, we must be concerned with the quality of education at all levels, including postsecondary education, and we must work to ensure that all of America's children have access to high quality elementary, secondary, and postsecondary education.

Fourth, and finally, the summit focused on the issue of information and measurement. We need to find out how well our students are doing, whether we are making progress in reducing dropouts, and whether we are moving ahead to reduce the intolerable level of illiteracy in this country.

In our restructuring and reform efforts, as we set high expectations for all children, we must at the same time provide the necessary resources to assist disadvantaged students. It is just as wrong to set high goals and then leave those who need extra assistance unaided as it is to assume they are incapable of high achievement by refusing to set goals in the first place. That is why the department has proposed increasing the Chapter 1 budget by over $151 million, and increasing by over 50 percent the amount budgeted for

Chapter 1 concentration grants, which go to schools and districts with the highest proportion of disadvantaged students. Other areas of increase include bilingual education. Historically, Black Colleges and Universities, services to Indian children and adults, adult literacy, education of handicapped children, student aid, and school reform.

I am particularly troubled by the state of education among Native Americans and have recently announced a major initiative to address their needs. To begin that endeavor, I have launched an "Indian Nations at Risk" study to analyze the problems that Native Americans face with education and to recommend solutions. More immediate, I have instructed my staff to formulate a proposal for submission to Congress early next year which would remove unintended barriers to Native American students' participation in a number of programs administered by the department.

In this area of parental involvement, I strong favor educational choice coupled with school based management because it provides all families with the option otherwise available only to the affluent—of selecting the schools their children will attend. I believe that all youngsters, not only those from wealthy families, should be able to attend schools that meet their educational needs and foster their individual talents and abilities. If we are serious about helping disadvantaged families, we should be serious about providing them with meaningful choices about the kind of education they want for their children.

Choice and school based management also have the advantage of increasing accountability in education, which is the fourth area targeted by the department. Schools will have to be more responsive to parent and community concerns about quality, safety, educational approach and most important, improved educational performance, if they know that families can vote with their feet, leaving unacceptable schools behind. Another benefit of choice is that it permits educators greater flexibility and freedom to create distinctive programs that will meet the needs of their students.

Accountability is crucial to education reform at all levels. Too often, the only ones who stand to suffer if educational goals are not met are the students. If we are serious about reform, we must be willing to take responsibility for ensuring that improvements occur. An equitable and practical set of rewards and sanctions will encourage districts, schools, principals, teachers, and administrators to take the risks that are needed to bring about lasting improvement.

The department has undertaken its own in-house accountability initiative, beginning with a comprehensive assessment of how our programs can be improved to ensure accountability for results. Consistent with the outcome of the education summit, we are exploring ways to introduce regulatory flexibility into many Federal programs in exchange for state plans to enhance performance by students. We are also reviewing ways the department can eliminate, relax, or reduce unnecessary burdensome regulations to allow local districts to pool funds from different state and Federal programs and use these resources in the most effective manner. I must emphasize that as we review our regulations, we will be certain that we fully meet the intent of the Congress relative to the legislative acts. We are currently developing legislation to support experimentation in this area.

At the Federal level we have begun working with other departments, including Health and Human Services and Labor, to better coordinate our efforts to serve at-risk children and youth. We have all these programs, many quite good and well-structured—but all together we administer some 200 programs in the department. And when you add to these the education programs run by the Bureau of Indian Affairs at Interior, Head Start at HHS, plus others at Defense, Labor, Veterans' Affairs, NSF and NASA, one begins to see just how fragmented our Federal efforts can be. To that end, the President this spring created a cabinet council task force on education and named me as chairman. We are currently exploring ways to combine our expertise in the many areas where the needs of individuals fall under the mission of more than one department, so that we can provide more effective and efficient service to the public.

All of this is a tremendous agenda—one that will involve the commitment and hard work of all Americans. Mr. Chairman, in the past we used to think about someone's career beginning when that person finished school. But today I think we would all agree that one's career actually begins with school. Moreover, I have also embraced the concept of life-long learning as one of our educational goals. But do not misunderstand what I am saying. Lifelong learning is not just something that we need so that our economy is more efficient and productive. We also need it so that our citizens will be able to function as intelligent and thoughtful members of our democratic society.

In conclusion, I call upon all of us here to dedicate ourselves to the task of improving the education of our Nation's children. We must be willing to make courageous decisions, we must be willing to work hard and long, we must be willing, if necessary, to reallocate and redeploy scarce resources, in order to make educational improvement a reality. We have been willing to do this in the past to meet other critical needs. There is no single need facing the Nation at this moment that is more important than providing our children a quality education, because our education system is the foundation of all our other institutions. Is our Nation's economic and political security at stake? I submit to you that it is, indeed. The challenges before us are vast, but the rewards for our success are infinite. Together we can ensure that our children will be prepared to face the challenges of the future, and that through their labor and their vision our Nation will remain strong and free.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Lauro F. Cavazos follows:]

## SECRETARY'S TESTIMONY FOR THE HOUSE EDUCATION AND LABOR COMMITTEE

THANK YOU FOR INVITING ME TO SHARE WITH YOU MY PERCEPTIONS ON THE CURRENT STATE OF AMERICAN EDUCATION. I WANT TO APPLAUD BOTH YOU, MR. CHAIRMAN, AND CONGRESSMAN GOODLING FOR SCHEDULING THIS THREE-DAY SYMPOSIUM ON THE PROBLEMS, ISSUES, AND CHALLENGES THAT CONFRONT OUR EDUCATION SYSTEM. THERE IS NO MORE IMPORTANT ISSUE BEFORE YOUR COMMITTEE THAN THIS. SOLUTIONS WILL ONLY BE POSSIBLE IF WE ALL WORK TOGETHER TO MEET THE EDUCATIONAL CHALLENGES THAT LIE AHEAD FOR THIS NATION.

I'M SURE EACH OF US IS HERE TODAY BECAUSE WE ALREADY HAVE A PRETTY GOOD IDEA OF WHAT'S GOING ON IN AMERICAN EDUCATION, AND SO I'M NOT GOING TO WASTE EVERYONE'S TIME RECITING THE DREARY STATISTICS AND THE BLEAK INDICATORS--THE EMBARRASSING PERFORMANCE OF OUR STUDENTS ON ASSESSMENTS OF KNOWLEDGE AND SKILLS IN JUST ABOUT ANY SUBJECT YOU CAN NAME, THE TEST SCORES, THE DROPOUT RATES, AND THE COMPLAINTS FROM BUSINESSES THAT CAN'T FIND WORKERS WITH EVEN RUDIMENTARY SKILLS. WE KNOW WE'VE GOT PLENTY OF PROBLEMS, AND WE KNOW WE MUST TAKE ACTION IMMEDIATELY.

OUR FUTURE AS A NATION RESTS WITH THE CHILDREN SITTING IN AMERICAN CLASSROOMS RIGHT NOW--CHILDREN THAT TOO OFTEN ARE BEING SHORTCHANGEDBY OUR EDUCATIONAL SYSTEM. UNLESS WE ACT TODAY--NOT WHEN THE NEXT CONFERENCE IS HELD OR THE NEXT REPORT IS WRITTEN, BUT NOW--WE WILL DISCOVER SOONER OR LATER THE TERRIBLE PENALTY WE FACE

FOR FAILING TO PREPARE LARGE NUMBERS OF OUR YOUNG PEOPLE TO MEET THE CHALLENGE OF OUR COMPLEX, INFORMATION-DRIVEN WORLD. WE MAY HAVE BUSINESSES AND INDUSTRIES SUPPORTED BY THE MOST SOPHISTICATED TECHNOLOGY, WE MAY HAVE HOSPITALS FILLED WITH THE MOST UP-TO-DATE MEDICAL ADVANCES, WE MAY HAVE A FIRST-CLASS DEFENSE SYSTEM, WE MAY HAVE WORLD-FAMOUS LIBRARIES, ART GALLERIES, AND LABORATORIES, WE MAY HAVE THE FINEST DEMOCRATIC INSTITUTIONS IN THE WORLD--BUT WHO WILL STAFF THEM, WHO WILL RUN THEM, WHO WILL GUIDE THEM? NOT THE CHILDREN WE ARE FAILING TO EDUCATE. WITHOUT A WELL-EDUCATED CITIZENRY, THE UNITED STATES IS IN DANGER OF BECOMING WHAT HAS BEEN DESCRIBED AS THE WORLD'S ONLY FULLY-INDUSTRIALIZED THIRD-WORLD NATION.

BECAUSE THE PROBLEMS FACING US ARE LARGE-SCALE AND COMPLEX, THEY WILL NOT YIELD EASILY TO QUICK FIXES OR STOP-GAP SOLUTIONS. WE MUST FACE THE FACT THAT WE ARE IN THIS BUSINESS FOR THE LONG HAUL, AND THAT PROVIDING THE HUMAN AND FINANCIAL RESOURCES--THE INVESTMENTS, IF YOU WILL--THAT ARE NECESSARY FOR ACHIEVING IMPROVEMENTS MAY REQUIRE SACRIFICES FROM ALL OF US. HAVING SAID THAT, I WANT TO OUTLINE FOR YOU WHAT THE U.S. DEPARTMENT OF EDUCATION IS DOING, RIGHT NOW, TO CONTRIBUTE TO THE REFORM OF AMERICAN EDUCATION.

AS PRESIDENT BUSH AND I HAVE SAID, WE ARE TARGETING FOUR BROAD AREAS: HELPING THE NEEDIEST, ACHIEVING AND REWARDING EXCELLENCE AND SUCCESS, INCREASING PARENT INVOLVEMENT AND CHOICE, AND STRENGTHENING ACCOUNTABILITY IN EDUCATION AT ALL LEVELS. TOGETHER THESE FOUR PRINCIPLES ANIMATE THE PRESIDENT'S EDUCATION AGENDA FOR AMERICA, AND

TOGETHER THEY CONSTITUTE A SOLID FRAMEWORK FOR THE TYPES OF REFORM AND RESTRUCTURING NEEDED IN OUR EDUCATIONAL SYSTEM RIGHT NOW.

HELPING CHILDREN WHO ARE MOST IN NEED MUST BE THE FIRST PRIORITY OF FEDERAL AND STATE GOVERNMENTS IN EDUCATION REFORM. CHILDREN WHO ARE ECONOMICALLY AND EDUCATIONALLY DISADVANTAGED, WHO ARE HANDICAPPED,WHO ARE MIGRANT, OR WHO HAVE LIMITED PROFICIENCY IN ENGLISH REQUIRE ADDITIONAL SUPPORT AND SERVICES IF THEY ARE TO SUCCEED. GIVEN LIMITED RESOURCES, THESE ARE THE CHILDREN WE MUST REACH OUT TO FIRST, AND THAT IS PRECISELY WHAT I TRIED TO DO WHEN WE PREPARED THE DEPARTMENT'S BUDGET SUBMISSION TO CONGRESS. PROGRAMS MUST BE TARGETED TO ENSURE THAT RESOURCES ARE FOCUSED WHERE THEY CAN DO THE MOST GOOD, AND THE QUALITY OF CURRICULUM AND INSTRUCTION MUST BE UPGRADED TO PROVIDE DISADVANTAGED STUDENTS WITH AN EDUCATION THAT STIMULATES AND SUPPORTS HIGH PERFORMANCE. LOW EXPECTATIONS FOR DISADVANTAGED STUDENTS BECOME SELF-FULFILLING PROPHECIES. INSTEAD, WE MUST SET HIGH EXPECTATIONS FOR STUDENTS IN ADDITION TO PROVIDING THE RESOURCES NECESSARY TO ASSIST THEM IN LIVING UP TO THESE EXPECTATIONS.

IN THIS REGARD, I AM PROUD THAT 85 PERCENT OF THE DEPARTMENT OF EDUCATION'S BUDGET IS DEVOTED TO THE DISADVANTAGED, TO SPECIAL EDUCATION, AND TO NEEDY POSTSECONDARY STUDENTS, AND I AM PROUD OF THE LEADERSHIP THE DEPARTMENT IS PROVIDING IN THE IMPROVEMENT OF THE CHAPTER 1 COMPENSATORY EDUCATION PROGRAM, THE DEPARTMENT'S SINGLE

LARGEST PROGRAM SERVING THE DISADVANTAGED. I MIGHT ADD, MR. CHAIRMAN, THAT YOU AND OTHERS HERE TODAY PLAYED A KEY ROLE IN WORKING WITH THE ADMINISTRATION LAST YEAR WHEN CHAPTER 1 WAS REAUTHORIZED TO FIND BETTER WAYS OF TARGETING THOSE RESOURCES. THE DEPARTMENT, THROUGH ITS CHAPTER 1 TECHNICAL ASSISTANCE CENTERS, IS WORKING WITH STATES, DISTRICTS, AND SCHOOLS TO SET SPECIFIC GOALS FOR THE EDUCATIONAL ACHIEVEMENT OF STUDENTS IN THE CHAPTER 1 PROGRAM AND DEVELOP PLANS TO IMPROVE THEIR CHAPTER 1 PROJECTS IF THE GOALS ARE NOT MET.

THE DEPARTMENT WILL BE MONITORING AND ASSISTING THESE EFFORTS THROUGH REVIEW OF STATE AND LOCAL PROGRAM IMPROVEMENT PLANS AND STANDARDS DURING MONITORING VISITS. THE DEPARTMENT IS ALSO PLANNING TO HOLD REGIONAL MEETINGS ON PROGRAM IMPROVEMENT FOR STATE, DISTRICT, AND SCHOOL-LEVEL CHAPTER 1 ADMINISTRATORS THIS WINTER.

IF WE ARE TO ACHIEVE NATIONWIDE EDUCATIONAL IMPROVEMENT, WE MUST SET HIGH EXPECTATIONS FOR ALL OUR CHILDREN, MUST ASSIST THEM IN MEETING THOSE EXPECTATIONS, AND MUST REWARD STUDENTS, TEACHERS, AND SCHOOLS FOR EXCELLENCE AND ACADEMIC SUCCESS. WHEN I RELEASED THE 1989 STATE EDUCATION PERFORMANCE CHART ON MAY 3 OF THIS YEAR, I CHALLENGED THE 50 STATES, INDIVIDUAL SCHOOL DISTRICTS, AND THE NATION'S PARENTS TO ESTABLISH EDUCATIONAL IMPROVEMENT GOALS TO ACCELERATE THE PACE OF REFORM.

THIS WORK HAS BEEN GIVEN A BIG BOOST BY THE PRESIDENT'S HISTORIC CHARLOTTESVILLE SUMMIT WITH THE GOVERNORS. WORK IS NOW UNDERWAY BY THE GOVERNORS, THE WHITE HOUSE, AND EDUCATIONAL LEADERS NATIONWIDE TO DEVELOP NATIONAL PERFORMANCE GOALS IN RESPONSE TO THE EDUCATION SUMMIT. THE DEPARTMENT WILL ASSIST THIS PROCESS, WORKING CLOSELY WITH OTHER ADMINISTRATION AND STATE OFFICIALS AND PROVIDING OUR RESOURCES AND EXPERTISE IN DEVELOPING MEANINGFUL, PRACTICAL ACHIEVEMENT GOALS. IN ADDITION TO ESTABLISHING GOALS, WE MUST ALSO BE SURE TO REWARD THE SUCCESSES OF THOSE WHO ACHIEVE THE GOALS THAT WE SET FORTH.

I AM PROUD TO SUPPORT THE PRESIDENT'S EDUCATIONAL EXCELLENCE ACT, WHICH INCLUDES REWARDS FOR INNOVATION AND ACHIEVEMENT BY SCHOOLS, TEACHERS, AND INDIVIDUAL STUDENTS. INSTITUTIONS AS WELL AS INDIVIDUALS DO INDEED RESPOND TO CHANGE, AND WHAT WE NEED MOST IS TO FIND ADEQUATE, EFFECTIVE INCENTIVES TO ENCOURAGE THAT CHANGE. THERE IS NO ONE "MAGIC BULLET" THAT WILL SOLVE ALL OUR EDUCATIONAL WOES--BUT A SERIES OF CAREFULLY THOUGHT-OUT EDUCATION REFORMS TO RESTRUCTURE OUR EDUCATIONAL SYSTEM AT ALL LEVELS IS SORELY NEEDED.

IDEAS SUCH AS SCHOOL-BASED MANAGEMENT, MERIT PAY, ENHANCED SUPPORT FOR MAGNET SCHOOLS, MERIT SCHOOLS, AND A HOST OF OTHER REFORMS THAT ARE BEING TRIED RIGHT NOW IN MANY OF OUR STATES AND COMMUNITIES HOLD THE KEY TO UNSHACKLING THE PRESENT SYSTEM FROM MANY OF THE RESTRAINTS THAT IMPEDE OUR ABILITY TO OBTAIN BETTER RESULTS.

AND AT THE HEART OF RESTRUCTURING LIES THE PRINCIPLE OF EMPOWERING PARENTS, TEACHERS, PRINCIPALS, AND SCHOOL DISTRICTS TO DECIDE WHAT'S BEST FOR THEM AND FOR THEIR STUDENTS AND WHAT IS TRULY EFFECTIVE WHEN IT COMES TO IMPROVING CLASSROOM PERFORMANCE.

NOW, MR. CHAIRMAN, I KNOW THAT YOU AND I MAY NOT NECESSARILY ENTIRELY AGREE ON THE ISSUE OF RESOURCES, BUT I WOULD BE REMISS IF I DID NOT AT LEAST TOUCH ON THIS ISSUE. YOU PROBABLY KNOW THE FIGURES AS WELL AS I DO. THE FEDERAL BUDGET FOR EDUCATION IS APPROXIMATELY $24 BILLION AND CONSTITUTES BETWEEN 6 AND 7 PERCENT OF SPENDING ON EDUCATION IN AMERICA. BUT WHEN YOU LOOK AT THE AGGREGATE FIGURES AND RECOGNIZE THAT WE WILL SPEND SOME $353 BILLION ON EDUCATION THIS SCHOOL YEAR AT ALL LEVELS--FEDERAL, STATE AND LOCAL--I THINK THE MOST IMPORTANT QUESTION THAT FACES ALL OF US IS ACCOUNTABILITY: WHAT ARE WE GETTING FOR THOSE DOLLARS? FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS ALONE, WE WILL SPEND OVER $195 BILLION IN 1989-90. THIS COUNTRY SPENDS MORE ON EDUCATION IN THE AGGREGATE AND AS A PERCENTAGE OF OUR GROSS NATIONAL PRODUCT THAN IT DOES ON DEFENSE. WE SPEND MORE ON EDUCATION THAN ANY OTHER COUNTRY IN THE WORLD, AND WE SPEND MORE PER STUDENT THAN ALL BUT THREE COUNTRIES IN THE WORLD. WHEN OUR COMMITMENT OF RESOURCES IS SO HIGH, WHY CAN'T WE EXPECT OUR STUDENTS' PERFORMANCE TO BE EQUALLY HIGH? QUITE FRANKLY, MR. CHAIRMAN, WE AREN'T GETTING WHAT WE'RE PAYING FOR. THIS FUNDAMENTAL FACT POINTS US IN THE DIRECTION OF FINDING WAYS TO RESTRUCTURE WHAT WE ARE DOING IN EDUCATION, TO REDEPLOY THOSE resources in a fashion that helps achieve better performance. To cite just one of the hundreds of alarming examples, a recent international study on geographic knowledge by the National Geographic Society indicates that one out of seven American adults cannot locate the United States on a globe. Now I ask you, if this is indeed the case, then aren't we in sorry shape? And if this remains true for the next generation, then won't many of our children be literally lost in the modern world? If we want to change the way things are in American education, then we need to change the way we do things--through reform and restructuring.

The Education Summit in Charlottesville reflected a remarkable consensus among the President, his Cabinet, and the Governors that restructuring was absolutely essential. I hope, Mr. Chairman, that we can count on this Committee, and your leadership, to further what I would characterize as a nationwide consensus on this issue. The Joint Statement issued at the conclusion of the Summit, was the beginning of a framework for the type of reform and restructuring--including the establishment of a process for developing national goals--that is vital to this country. Let us consider some of the key aspects of that framework that were considered in Charlottesville. They fall into four general categories:

FIRST, OUR CHILDREN MUST ARRIVE AT SCHOOL READY TO BEGIN THEIR EDUCATION. THIS RAISES ISSUES THAT INCLUDE NOT ONLY EDUCATION BUT ALSO HEALTH AND NUTRITION CONCERNS AS WELL.

SECOND, THERE WAS CONCERN FOR WHAT HAPPENS IN THE CLASSROOM: DO WE HAVE AN ADEQUATE SUPPLY OF WELL-TRAINED, WELL-QUALIFIED TEACHERS? IS THE SCHOOL ENVIRONMENT FREE OF DRUGS AND VIOLENCE AND OTHER DISCIPLINARY PROBLEMS THAT SERIOUSLY IMPEDE LEARNING? ARE PARENTS SUFFICIENTLY INVOLVED WITH THEIR CHILDREN'S LEARNING AND WITH THEIR CHILDREN'S TEACHERS?

THIRD, I THINK IT IS FAIR TO SAY THAT THERE IS A CONCERN FOR WHAT I WOULD CALL THE CONSUMER-ORIENTED ASPECT OF EDUCATION. IF YOU LOOK AT EDUCATION AS AN INVESTMENT OF HUMAN AS WELL AS FINANCIAL CAPITAL, THEN IT IS APPROPRIATE TO ASK ABOUT THE RETURN ON THAT INVESTMENT. IF THE EDUCATION PRODUCED AT THE ELEMENTARY AND SECONDARY LEVEL IS OF POOR QUALITY, THEN THOSE WHO DEPEND ON THAT SYSTEM--OUR BUSINESSES, OUR INDUSTRIES, OUR GOVERNMENT, AND OUR HIGHER EDUCATION INSTITUTIONS--MAY BECOME INFERIOR. THUS, WE MUST BE CONCERNED WITH THE QUALITY OF EDUCATION AT ALL LEVELS, INCLUDING POSTSECONDARY EDUCATION, AND WE MUST WORK TO ENSURE THAT ALL OF AMERICA'S CHILDREN HAVE ACCESS TO HIGH QUALITY ELEMENTARY, SECONDARY, AND POSTSECONDARY EDUCATION.

FOURTH, AND FINALLY, THE SUMMIT FOCUSED ON THE ISSUE OF INFORMATION AND MEASUREMENT. WE NEED TO FIND OUT HOW WELL OUR STUDENTS ARE DOING, WHETHER WE ARE MAKING PROGRESS IN REDUCING DROPOUTS, AND WHETHER WE ARE MOVING AHEAD TO REDUCE THE INTOLERABLE LEVEL OF ILLITERACY IN THIS COUNTRY.

IN OUR RESTRUCTURING AND REFORM EFFORTS, AS WE SET HIGH EXPECTATIONS FOR ALL CHILDREN, WE MUST AT THE SAME TIME PROVIDE THE NECESSARY RESOURCES TO ASSIST DISADVANTAGED STUDENTS. IT IS JUST AS WRONG TO SET HIGH GOALS AND THEN LEAVE THOSE WHO NEED EXTRA ASSISTANCE UNAIDED AS IT IS TO ASSUME THEY ARE INCAPABLE OF HIGH ACHIEVEMENT BY REFUSING TO SET GOALS IN THE FIRST PLACE. THAT IS WHY THE DEPARTMENT HAS PROPOSED INCREASING THE CHAPTER 1 BUDGET BY OVER $151 MILLION, AND INCREASING BY OVER 50 PERCENT THE AMOUNT BUDGETED FOR CHAPTER 1 CONCENTRATION GRANTS, WHICH GO TO SCHOOLS AND DISTRICTS WITH THE HIGHEST PROPORTION OF DISADVANTAGED STUDENTS. OTHER AREAS OF INCREASE INCLUDE BILINGUAL EDUCATION, HISTORICALLY

BLACK COLLEGES AND UNIVERSITIES, SERVICES TO INDIAN CHILDREN AND ADULTS, ADULT LITERACY, EDUCATION OF HANDICAPPED CHILDREN, STUDENT AID, AND SCHOOL REFORM. I AM PARTICULARLY TROUBLED BY THE STATE OF EDUCATION AMONG NATIVE AMERICANS AND HAVE RECENTLY ANNOUNCED A MAJOR INITIATIVE TO ADDRESS THEIR NEEDS. TO BEGIN THAT ENDEAVOR, I HAVE LAUNCHED AN "INDIAN NATIONS AT RISK" STUDY TO ANALYZE THE PROBLEMS THAT NATIVE AMERICANS FACE WITH EDUCATION AND TO RECOMMEND

SOLUTIONS. MORE IMMEDIATE, I HAVE INSTRUCTED MY STAFF TO FORMULATE A PROPOSAL FOR SUBMISSION TO CONGRESS EARLY NEXT YEAR WHICH WOULD REMOVE UNINTENDED BARRIERS TO NATIVE AMERICAN STUDENTS' PARTICIPATION IN A NUMBER OF PROGRAMS ADMINISTERED BY THE DEPARTMENT.

IN THE AREA OF PARENTAL INVOLVEMENT, I STRONGLY FAVOR EDUCATIONAL CHOICE COUPLED WITH SCHOOLBASED MANAGEMENT BECAUSE IT PROVIDES ALL FAMILIES WITH THE OPTION OTHERWISE AVAILABLE ONLY TO THE AFFLUENT--OF SELECTING THE SCHOOLS THEIR CHILDREN WILL ATTEND. I BELIEVE THAT ALL YOUNGSTERS, NOT ONLY THOSE FROM WEALTHY FAMILIES, SHOULD BE ABLE TO ATTEND SCHOOLS THAT MEET THEIR EDUCATIONAL NEEDS AND FOSTER THEIR INDIVIDUAL TALENTS AND ABILITIES. IF WE ARE SERIOUS ABOUT HELPING DISADVANTAGED FAMILIES, WE SHOULD BE SERIOUS ABOUT PROVIDING THEM WITH MEANINGFUL CHOICES ABOUT THE KIND OF EDUCATION THEY WANT FOR THEIR CHILDREN.

CHOICE AND SCHOOLBASED MANAGEMENT ALSO HAVE THE ADVANTAGE OF INCREASING ACCOUNTABILITY IN EDUCATION, WHICH IS THE FOURTH AREA TARGETED BY THE DEPARTMENT. SCHOOLS WILL HAVE TO BE MORE RESPONSIVE TO PARENT AND COMMUNITY CONCERNS ABOUT QUALITY, SAFETY, EDUCATIONAL APPROACH AND MOST IMPORTANT, IMPROVED EDUCATIONAL PERFORMANCE, IF THEY KNOW THAT FAMILIES CAN VOTE WITH THEIR FEET, LEAVING UNACCEPTABLE SCHOOLS BEHIND. ANOTHER BENEFIT OF CHOICE IS THAT IT PERMITS EDUCATORS GREATER FLEXIBILITY AND FREEDOM TO CREATE DISTINCTIVE PROGRAMS THAT WILL MEET THE NEEDS OF THEIR STUDENTS.

ACCOUNTABILITY IS CRUCIAL TO EDUCATION REFORM AT ALL LEVELS. TOO OFTEN, THE ONLY ONES WHO STAND TO SUFFER IF EDUCATIONAL GOALS ARE NOT MET ARE THE STUDENTS. IF WE ARE SERIOUS ABOUT REFORM, WE MUST BE WILLING TO TAKE RESPONSIBILITY FOR ENSURING THAT IMPROVEMENTS OCCUR. AN EQUITABLE AND PRACTICAL SET OF REWARDS AND SANCTIONS WILL ENCOURAGE DISTRICTS, SCHOOLS, PRINCIPALS, TEACHERS, AND ADMINISTRATORS TO TAKE THE RISKS THAT ARE NEEDED TO BRING ABOUT LASTING IMPROVEMENTS.

THE DEPARTMENT HAS UNDERTAKEN ITS OWN IN-HOUSE ACCOUNTABILITY INITIATIVE, BEGINNING WITH A COMPREHENSIVE ASSESSMENT OF HOW OUR PROGRAMS CAN BE IMPROVED TO ENSURE ACCOUNTABILITY FOR RESULTS. CONSISTENT WITH THE OUTCOME OF THE EDUCATION SUMMIT, WE ARE EXPLORING WAYS TO INTRODUCE REGULATORY FLEXIBILITY INTO MANY FEDERAL PROGRAMS IN EXCHANGE FOR STATE PLANS TO ENHANCE PERFORMANCE BY STUDENTS. WE ARE ALSO REVIEWING WAYS THE DEPARTMENT CAN ELIMINATE, RELAX, OR REDUCE UNNECESSARILY BURDENSOME REGULATIONS TO ALLOW LOCAL DISTRICTS TO POOL FUNDS FROM DIFFERENT STATE AND FEDERAL PROGRAMS AND USE THESE RESOURCES IN THE MOST EFFECTIVE MANNER. I MUST EMPHASIZE THAT AS WE REVIEW OUR REGULATIONS, WE WILL BE CERTAIN THAT WE FULLY MEET THE INTENT OF THE CONGRESS RELATIVE TO THE LEGISLATIVE ACTS. WE ARE CURRENTLY DEVELOPING LEGISLATION TO SUPPORT EXPERIMENTATION IN THIS AREA.

AT THE FEDERAL LEVEL, WE HAVE BEGUN WORKING WITH OTHER DEPARTMENTS, INCLUDING HEALTH AND HUMAN SERVICES AND LABOR, TO BETTER COORDINATE OUR EFFORTS TO SERVE AT-RISK CHILDREN AND YOUTH. WE HAVE ALL THESE PROGRAMS, MANY QUITE GOOD AND WELL-STRUCTURED--BUT ALL TOGETHER WE ADMINISTER SOME 200 PROGRAMS IN THE DEPARTMENT. AND WHEN YOU ADD TO THESE THE EDUCATION PROGRAMS RUN BY THE BUREAU OF INDIAN AFFAIRS AT INTERIOR, HEAD START AT HHS, PLUS OTHERS AT DEFENSE, LABOR, VETERANS, NSF AND NASA, ONE BEGINS TO SEE JUST HOW FRAGMENTED OUR FEDERAL EFFORTS CAN BE. TO THAT END, THE PRESIDENT THIS SPRING CREATED A CABINET COUNCIL TASK FORCE ON EDUCATION AND NAMED ME AS CHAIRMAN. WE ARE CURRENTLY EXPLORING WAYS TO COMBINE OUR EXPERTISE IN THE MANY AREAS WHERE THE NEEDS OF INDIVIDUALS FALL UNDER THE MISSION OF MORE THAN ONE DEPARTMENT, SO THAT WE CAN PROVIDE MORE EFFECTIVE AND EFFICIENT SERVICE TO THE PUBLIC.

ALL OF THIS IS A TREMENDOUS AGENDA--ONE THAT WILL INVOLVE THE COMMITMENT AND HARD WORK OF ALL AMERICANS. MR. CHAIRMAN, IN THE PAST WE USED TO THINK ABOUT SOMEONE'S CAREER BEGINNING WHEN THAT PERSON FINISHED SCHOOL. BUT TODAY I THINK WE WOULD ALL AGREE THAT ONE'S CAREER ACTUALLY BEGINS WITH SCHOOL. MOREOVER, I HAVE ALSO EMBRACED THE CONCEPT OF LIFE-LONG LEARNING AS ONE OF OUR EDUCATIONAL GOALS. BUT DO NOT MISUNDERSTAND WHAT I AM SAYING. LIFELONG LEARNING IS NOT JUST SOMETHING THAT WE NEED SO THAT OUR ECONOMY IS MORE EFFICIENT AND MORE PRODUCTIVE. WE ALSO NEED IT SO THAT OUR CITIZENS WILL BE ABLE TO FUNCTION AS INTELLIGENT AND THOUGHTFUL MEMBERS OF OUR DEMOCRATIC SOCIETY.

IN CONCLUSION, I CALL UPON ALL OF US HERE TO DEDICATE OURSELVES TO THE TASK OF IMPROVING THE EDUCATION OF OUR NATION'S CHILDREN. WE MUST BE WILLING TO MAKE COURAGEOUS DECISIONS, WE MUST BE WILLING TO WORK HARD AND LONG, WE MUST BE WILLING, IF NECESSARY, TO REALLOCATE AND REDEPLOY SCARCE RESOURCES, IN ORDER TO MAKE EDUCATIONAL IMPROVEMENT A REALITY. WE HAVE BEEN WILLING TO DO THIS IN THE PAST TO MEET OTHER CRITICAL NEEDS. THERE IS NO SINGLE NEED FACING THE NATION AT THIS MOMENT THAT IS MORE IMPORTANT THAN PROVIDING OUR CHILDREN A QUALITY EDUCATION, BECAUSE OUR EDUCATION SYSTEM IS THE FOUNDATION OF ALL OUR OTHER INSTITUTIONS. IS OUR NATION'S ECONOMIC AND POLITICAL SECURITY AT STAKE? I SUBMIT TO YOU THAT IS, INDEED. THE CHALLENGES BEFORE US ARE VAST, BUT THE REWARDS FOR OUR SUCCESS ARE INFINITE. TOGETHER WE CAN ENSURE THAT OUR CHILDREN WILL BE PREPARED TO FACE THE CHALLENGES OF THE FUTURE, AND THAT THROUGH THEIR LABOR AND THEIR VISION OUR NATION WILL REMAIN STRONG AND FREE.

The **Chairman**. Thank you, Mr. Secretary.

I will not comment as we promised but may I simply say I think you have set a very high standard for the others who will be participating in this symposium. We are indeed pleased that you have appeared before the committee this morning in order to really initiate the program before us.

Mr. Goodling.

Mr. **Goodling**. Thank you.

The **Chairman**. Thank you.

We look forward to another appearance before the committee and the continuing dialogue that we have established.

Secretary **Cavazos**. Thank you, Mr. Chairman.

The **Chairman**. The next witness or next panelist is Dr. Archibald Lapointe, Project Director of the National Assessment of Educational Progress.

Dr. Lapointe, we are delighted to have you appear before the committee. As usual we want to commend you on the very excellent work that you are doing in the field of assessment and look forward to your testimony.

## STATEMENT OF DR. ARCHIBALD E. LAPOINTE, PROJECT DIRECTOR, NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS, NAEP, PRINCETON, NEW JERSEY

Mr. **Lapointe**. Thank you very much, Mr. Chairman and Mr. Goodling.

I am honored to be here especially among such distinguished company as my colleagues who will be appearing before you. My name is Lapointe. I am Executive Director of the Center for Assessment of Educational Progress, a unit of Educational Testing Service.

As Secretary Cavazos indicated, it is hard to imagine something that is more important to our country today than the education of our children, for all the reasons that he alluded to and that will be highlighted over and over again during these hearings. We thought very seriously about what we might contribute to this forum that might be useful.

So what I am about to say is the result of some rather deep attention at ETS among my colleagues in looking at the data of the program that we know best which is the congressionally mandated and federally funded national Assessment of Educational Progress.

With your permission I would like to enter my remarks into the record and I will try during my oral comments just to highlight some of the points that are made. My wife and I have six grandchildren. As a modern sensitive member of the family I am not allowed to have favorites. However there is a young three year old in Los Angeles by the name of William Joseph the III. He was named after his father and some lesser grandparent. Spending a day in William's company is a rather exciting prospect. There is a lot of noise, lots of crashes, lots of other children crying, a lot of exuberance over what is learned. His sister only a couple of years older refers to a lot of these activities as "acts of will." I would like to suggest, and seriously, Mr. Chairman and Mr. Goodling, that what seems to be needed in American education today is that kind of act of will.

I would like to support that suggestion with some evidence from the data of the National Assessment. Second, I would like to suggest again very strongly that the data that we have accumulated at National Assessment and other testing programs throughout the country be used to set some goals.

Clearly, the system is in need of goals. Your committee has recognized this. The Congress has recognized it generally. The Department of Education is talking about it.

The National Governors Association are concerning themselves with goals. I think the information that we have accumulated can help us shape those goals. Finally, I would like to suggest that leaving the task of how to achieve those goals to our professionals, the three million teachers and administrators who operate and manage our Nation's schools is probably a good idea.

Again, I am going to suggest that we have data from the National Assessment that illustrates that point and I will share it with you.

The first chart that I would like to refer to is the one on my left which many of you have seen before. It represents the Nation's reading achievements from 1971 to 1984. We will be issuing an update on that chart next month with some data from 1988 which won't materially change the look of the chart. You can see that at three age levels it measures, nine, 13, and seven there has been improvement. Our youngsters read better in 1984, on average, than they did in 1971.

Congratulations, American schools. That result is even more significant when you consider that in 1971 about 16 percent of those children came from what we called disadvantaged environments and in 1984, 22 or 23 percent came from the same environments.

So they were presumably children more difficult to teach and our schools were doing a better job.

What is distressing about that chart is of course for nine and 13 year olds in 1980 there was a plateau. We have stopped improving. Does that mean that it is as good as it can get? Does that mean that we have reached the epitome of what we can do?

NAEP does not provide the answers to those questions unfortunately but I will share some evidence that suggests some conclusions. Even more important than the fact that we have increased at all three age levels, the dots that are connected there represent a pretty impressive fact.

If you look at 1975's nine year olds as a group, and there were three million children at nine years in 1975, as a group they performed better than nine year olds had previously. We caught up with those nine year olds when they were 13 year olds in 1980. As a group they performed better than 13 year olds typically performed.

We caught up with that same cohort of children when they were 17 year olds four years later and they went through the roof. So that cohort of children that started school in the early 1970's had a marvelous experience as far as reading is concerned.

What was happening when they entered school? Head Start was establishing itself firmly, bilingual programs were coming on stream. Our country, though, I think equally as importantly, was making a decision that every child had a right to read. It was a decision that was broadcast widely that everyone understood. The schools accepted it. The teachers knew that it had to happen. Congress supported it responsibly and we seem to have achieved that objective.

More impressively, I think, a chart that provides more comfort is the second one which shows that all of the improvement that occurred during those years occurred among minority youngsters. We have charts that also illustrate that all that improvement occurred in the so-called disadvantaged schools as opposed to the advantaged schools in the suburban areas. If we look at the questions that youngsters got right we have evidence that shows that all the improvements occurred in the so-called basic skills.

As a Nation we said we are going back to basics. We said we are going to focus on minimum competencies. Again signals that were widely broadcast were completely accepted by the people who had to make those classroom decisions.

The gaps, as you can see on that chart, that separated black and white children in 1971 were significantly narrowed by 1984. I say "narrowed" advisedly. They are not closed. As a matter of fact the most distressing piece of evidence on that chart shows that 17 year old black and Hispanic children in 1984 are still only reading on average as well as white 13 year old children.

That continues to improve, by the way. So the first point then is that an act of will that is clearly enunciated and consistently repeated, our children have a right to read, we are going to emphasize the basics, seems to produce results. Our schools can deliver. Right now the signal that seems to be permeating the environment is higher order thinking skills. I think that is a good thing.

I hope that it does not mean that the work of improving the basic skills, that is clearly done, gets a back seat. The challenge will be, can we do two things at once. The second point I would like to suggest is that from these data and from other test data we can shape some goals that are realistic, that are achievable.

I am going to use mathematics as an example. We released this information about eight or nine months ago and it caused quite a stir in the media, in the schools, among school administrators and among mathematician experts. I will tell you what that chart means.

It won't be terribly clear from the visual here. On the left is the scale that we have developed and it is a scale from zero to 500. Zero you cannot do any mathematics and 500 you can do just about anything. We have identified four points, level 150 which means that you can add, subtract and multiply, and here again we said back to basics was a priority and just about all our youngsters can perform at that level.

The data at the right are from 1986. This chart is reproduced in your handout so that you may refer to that. At level 240, if we consider the 13 year old children we see that 73 percent of those youngsters can perform at that level. Now that may seem like a comforting number but level 250 is the equivalent of what is in the fifth grade mathematics textbooks in the country. Thirteen year old children are not in the fifth grade, they are in the seventh or eighth grade.

So 73 percent of our 13 year olds in 1986 could do the equivalent of fifth grade mathematics. That is on average. If you break that out by race and ethnic groups, you see it is 78 percent of the white children and only 49 percent of the black children and 55 percent of the Hispanic youngsters.

That represents a 10 percent point increase from 1981. So that black children went from 38 to 49 percent in that five or six year period. If you look at the next level on the scale, moderate complex or level 300, which is the equivalent of eighth grade mathematics as found in our textbooks—people have varying opinions about the quality of our textbooks but there are four generally used math textbooks in the United States.

If you look at the eighth grade content you come up with something around level 300. If you look at the performance of our 17 year olds, you see only half of them can perform eighth grade mathematics. That is about where it was in 1978. Again, if you break it out by race and ethnic group, you see 58 percent of our white youngsters, only 22 percent of our black youngsters, and 27 percent of our Hispanic 17 year olds can perform at that level.

Again, from 1982 there was a dramatic improvement in the black performance. It had been 17 percent and it moved to 22 percent.

The statistic that frightened most of the American public that most of the editorials were written on had to do with the last number. At level 350, that is the equivalent of what we used to recognize as high school mathematics, a little algebra, geometry, and calculus, a little over 6 percent could perform at that level. If there are three million 17 year olds, it means only about 170,000 youngsters are ready to start college, ready to start college in the math required courses.

That is again reflected by the percentage of foreign students that make up our Ph.D. candidates in those areas. Leaving this chart for a minute, my recommendation is that we consider these data as we shape goals for American education. If 6 percent of our 17 year olds is not adequate, and the editorial writer seemed to clearly state that it was not, would 12 percent be a target for the next decade, would some bigger number? Would 51 percent? Should that number at level 300 be changed to 65 percent.

Again using data one could set differentiating goals for black students and Hispanic students, maybe double the target so that eventually they can catch up and end up in a par situation with their white and Hispanic colleagues.

In setting goals, I think these data can help. It is always useful, however, to see what is possible. Again, that data can be broken out by the performance of the top 5 percent of our children, by the youngsters who attend the so-called advantaged schools so we can see——

The CHAIRMAN. Mr. Lapointe, Mr. Goodling wanted some clarifications.

Mr. GOODLING. In the reading statistics you followed the students. Have you done the same in the math, or are these different students?

Mr. **Lapointe**. These are samples of the cohort. Each time we go out we take a random sample of those three million children so it is statistically representative of the group, not the same individual students.

Mr. **Goodling**. But the same group of students?

Mr. **Lapointe**. That is correct.

So what is possible? One answer to the question is what can our best students do. Assume that in every group of children there are very bright and very able children. Another answer comes from international comparisons and we are doing more and more of that.

The next chart illustrates what kind of data that can yield. Again, I will refer to the chart that is in your handout. It might be easier for you to follow. This is a comparative study that we did at ETS using a scale similar to the NAEP scale. It is horizontally illustrated across the top of that chart. We used a zero to 1000 scale in this case just to differentiate it from the NAEP.

If you look at level 500, the shaded column which represents the ability to do two-step problems. Let me give you an example of a two-step problem: there are five students in the room ages 10, 12, 13, and 15. What is the average age? That is a sample. It is not a terribly complicated exercise.

On the left in the column you see populations of students that were compared. There are several Canadian provinces and four or five countries. American 13 year olds came in at the bottom of this chart. Forty percent of our 13 year olds who are in school can perform at that level successfully. We choose 13 year olds because in each of the countries that we compared ourselves to, all 13 year olds are in school so we were comparing apples and apples.

In Korea 78 percent of their 13 year olds could perform the identical exercises. But we are not like Korea. We don't have the same objectives or culture or the same society. We are not that different from British Columbia however. If we go there, you will see youngsters that look like ours, schools and textbooks that look like ours. Sixty-nine percent of their 13 year olds were able to perform at these levels.

Discounting all those factors I mentioned, cultural objectives, societal objectives, types of schools, our dreams for our young people, I think using this kind of information can still help us set some goals. So the first point was that we make an act of will, that we decide nationally that we have some objectives to achieve.

The second point is that maybe some of this data can help us shape those goals in terms everyone can understand. Once we do that, let's let the professionals get us there. I mentioned the achievements and illustrated them in reading. We have similar illustrations of what we did in mathematics and it reflects the same performance.

Minority youngsters improved dramatically compared to white youngsters. All the improvement was in the basics and all of the improvement was in the disadvantaged environments.

We have the same kind of information for science. One of the things NAEP does is ask children how they are taught mathematics, reading, science. We also asked their teachers. We compared the answers of students to the answers of teachers. What we found in looking for the secrets, if you will, to how math and science and reading are taught successfully is that there is no secret.

Teachers used every single approach you can imagine. The same teacher uses linguistics, used work books, taught drill and practice and the same is true in mathematics. The teachers had the message the students had to learn and they did whatever they had to do to make that happen.

I am confident that teachers who want increasingly to be thought of as professionals can make those decisions in the classrooms where they must be made and achieve the kind of success that we have to.

I am also equally confident that if they need help to remedy deficits, they will get back to us and let us know what that help should be.

Mr. Chairman, I would like to make one last point. That is that the National Assessment of Educational Progress which is firmly in place which Congress just recently reenforced, improved and expanded is useful and perhaps in my judgment an ideal tool to monitor the progress toward these goals.

We are in the school every two years measuring a variety of curriculum areas. I think if the goals are set and the promise to be very shortly, we will be able to monitor progress specifically toward those goals. Those of you who work with NAEP are anxious to perform that service in more direct ways than these random bits of evidence.

Finally, William Joseph the III is going to be entering school in a year and a half. His sister will be going into the third grade at about that time. It would be wonderful if we could have some clearly articulated goals by then as they enter the system so that we all know where they are headed.

I appreciate the opportunity Mr. Chairman and Congressman Goodling. It is an honor to be here. I hope this has been helpful.

The CHAIRMAN. Dr. Lapointe, we can assure you, you have been very helpful. We are deeply appreciative. There are many questions I am sure that we could ask you but in keeping with the rules, we will not. But I am confident that we will very soon be in touch with you because I think you have challenged us and you certainly have encouraged us to set new goals in line with the data that you have given to us.

[The prepared statement of A.E. Lapointe follows:]

# AN ACT OF WILL

Testimony, Committee on Education and Labor

United States House of Representatives

Washington, D.C., November 13, 1989

Archie E. Lapointe, Executive Director

Center for the Assessment of Educational Progress
Educational Testing Service

My name is Archie E. Lapointe. I am the Executive Director of the Center for the Assessment of Educational Progress at Educational Testing Service, Princeton, New Jersey. I would like to thank the Committee for the opportunity to be here today to testify on a topic so important to all of us and to our country.

My wife and I have 6 lovely grandchildren, one more wonderful than the next. As a fair-minded, modern family member, I personally have no favorites. However, there is this charming little 3-year-old who lives with his parents in Los Angeles. He is named William Joseph the III after his father and some less important grandparent. A day spent in young Will's company is full of surprises, loud noises, crashes, other children crying, and exuberance over things learned and accomplished. Will gets things done! His slightly older sister resignedly characterizes these events as "Acts of Will."

Today, I would like to suggest that what is needed most to improve American education is a simple Act of Will, clearly and consistently articulated. I will supply some evidence from the Nation's Report Card that supports the notion that just such a clear charge, sounded some years ago by national leadership and substantially supported by Congress, has had a measurable, indeed dramatic, impact on what has happened during the past 20 years in America's schools.

Second, I will propose that an examination of the data available from the National Assessment of Educational Progress, the Nation's Report Card, is a good place to start in deciding what the thrust and dimension of such an exhortation should be. Throughout the country, the palpable frustration over the achievement levels of our young citizens is pushing us toward bold and rapid action. If we generate failures as a result of poorly-considered, hastily-installed programs it could lead to complete discouragement.

We can improve the effectiveness of the educational experiences of our students. There is clear evidence to prove it and a respectable history to support that confidence. What we need is a goal, and a time line for achieving it.

Data from assessments and from international comparisons can help us fashion those objectives in ways I will attempt to demonstrate.

Finally, I'd like to suggest, once the targets are set, that we leave it to the professionals, the 3,000,000 of them who work in our elementary and secondary schools as teachers and administrators, to figure out how to get us there. Once again, there's evidence from the data that supports this notion. I'll share that with you.

It will be essential and useful to periodically report back to those charged with this responsibility, as well as to those supporting the effort, the taxpayers, about how we're progressing toward the target. Indeed the goal should be regularly reexamined to monitor its continuing appropriateness. The already-in-place National Assessment of Educational Progress can be one of the ways this monitoring can occur.

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First then, an Act of Will that sets a clear, consistent goal.

Second, shaping that goal using achievement results from assessments and from international comparisons

And,

once the goal is understood, and accepted, setting the high expectation that our professional educators will get us there. If they need resources and help to achieve the objective, we can expect to hear from them.

Finally, assessments will help us monitor progress along the way and permit us to recognize success when we get there.

Now, let me support my theses with some facts. All of these data are from the Nation's Report Card. This 20-year-old project, congressionally mandated, is supported by the National Center for Education Statistics. Educational Testing Service (ETS) has been the home for the assessment since 1983 when we were awarded the first of 3 grants and contracts for its administration.

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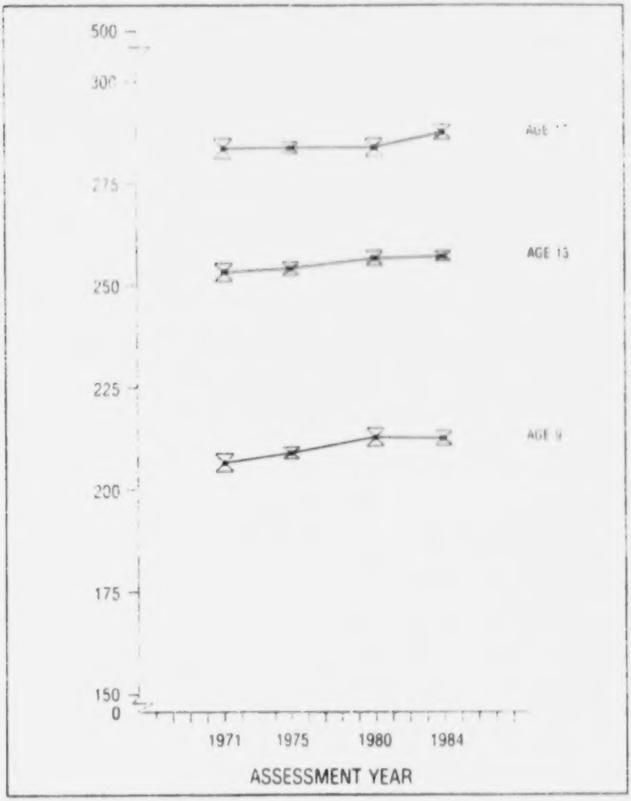
## AN ACT OF WILL

My first example will be in the field of reading. If we turn to Chart 1 we can observe the progress of reading achievement as reflected in the NAEP results for the 14-year period, 1971 through 1984. We observe that at all three ages measured by NAEP, students 9, 13, and 17 years old in our public and private schools have improved on average. This achievement is probably

CHART I

## National Trends in Average Reading Proficiency for 9-, 13-, and 17-Year-Olds: 1971-1984

FIGURE 2.1



|  |  |  |
|---|---|---|
| Birth Date Ranges | Age 9 | Born Jan.-Dec. 1961, 65, 70, 74 |
|  | Age 13 | Born Jan.-Dec. 1957, 61, 66, 70 |
|  | Age 17 | Born Oct.-Sept. 1953-54, 57-58, 62-63, 66-67 |

naep

⧗ = estimated population mean reading proficiency and 95% confidence interval. It can be said with 95 percent certainty that the mean reading proficiency of the population of interest is within this interval.

more impressive than it seems when we recognize that in 1971, only 16 or 17 percent of the students came from disadvantaged backgrounds, while in 1984 that percentage had grown to about 22 or 23.

The bad news that jumps out of this chart is that the performance of 9- and 13-year-olds seems to have plateaued since 1980. We will be announcing the results of the 1988 reading assessment on December 12.

Examining these results more carefully, it becomes clear that

- all of the growth came from improvement in the basic skills (as opposed to the so-called higher-order skills) reflecting, I submit, the decisions the entire country had accepted during the 70's, to go "back to basics" and to stress "minimum competencies."
- all of the growth came from the students enrolled in disadvantaged schools, whose improvements paralleled our national efforts to address the real problems these children face.
- most of the growth comes from gains made by minority children. This too mirrors a clear social priority during those years to address the educational deficits of these groups of children.

There are similar improvements visible in the displays of mathematics and science results: growth in performance in the basics, growth among minority children as opposed to white students, and improvements in the disadvantaged schools.

Our goals in the 70's were clear and widely-accepted. Every child would learn, there were to be no exceptions! The basics came as a first priority -

all students would achieve minimum competencies! Every teacher and every school administrator knew what was expected of her or him.

We knew where we were going. Congress supported these goals with Title I and Chapter 1, and our professionals took us there.

An even more interesting and compelling feature of this graph is the progress through their educational experience of the 3 million students who were 9 years old in 1975. They did better in reading than the 9-year-olds of 1971, as you can see.

NAEP sampled roughly the same cohort of students later when they were 13 and tested them in reading and, behold, their performance was again better than previous cohorts of 13-year-olds. When we caught up to the same group of students as 17-year-olds in 1984, their reading performance again exceeded that of previous groups of their age peers.

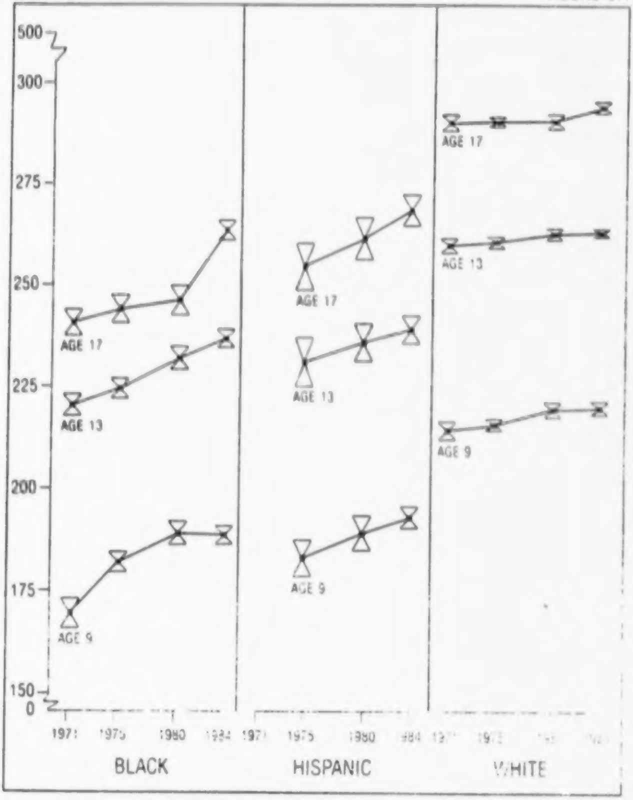
What was happening in the early 70's when these 3 million children were enrolling in school? Headstart, Title I, Bilingual programs were all reflecting our common agreement that every American child had a RIGHT TO READ. Our leadership had made an Act of Will, was supporting it with congressional action, and our educational system was following through.

Chart II, it seems to me, offers even greater hope and still further proof that a firm, common, willful decision can be achieved in education, as regularly happens in other segments of our society. For decades, minority children received a clearly inferior educational experience. While no one would or could argue that the situation has been corrected completely, these NAEP data show that substantial progress has been made. The gaps between minority performance and that of white children have narrowed dramatically, further proof, it seems to me, that our schools will respond to leadership.

CHART II

## Trends in Average Reading Proficiency for White, Black, and Hispanic Students

FIGURE 3.1



Birth Date Ranges
Age 9 Born Jan-Dec 1961, 65, 70, 74
Age 13 Born Jan-Dec 1957, 61, 66, 70
Age 17 Born Oct.-Sept. 1953-54, 57-58, 62-63, 66-67

naep

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⧗ = estimated population mean reading proficiency and 95% confidence interval. It can be said with 95 percent certainty that the mean reading proficiency of the population of interest is within this interval.

## SHAPING THE GOAL

The setting of goals is a rather common practice throughout the country. Most organizations in our culture do it routinely and many organizations have developed very sophisticated procedures for handling a process that tends to be renewed on an annual or biennial basis. As a matter of fact, the only important national endeavor that seems to have escaped this process, is learning. There are well-respected historical and legislated reasons for this.

When Congress in the Stafford-Hawkins Legislation suggested that the new National Assessment Governing Board set goals, and when the President and the governors united in summitry called for the establishment of national goals, a fair amount of discussion ensued concerning the possibility of doing so, and indeed, the wisdom of proceeding to establish such targets.

The first issue seems to be "can it be done?" In the abstract, the process seems almost unimaginable. How can we gather together the consensus of 250,000,000 diverse American citizens? Since they are paying for this education, and since the learning of their children is important to every set of parents, they have an agreed-upon right to determine what their children will study in school. More importantly, groups of citizens have sets of values that they feel should be transmitted to their children. Finally, thoughtful social leaders are convinced that an important avenue for transmitting and improving our civilization is through the schools.

All of these noble objectives and sacred responsibilities seem to be severely at odds with the notion of setting some specific targets about what children should be able to do with spelling and with arithmetic facts. (As with so many issues, the abstract is more forbidding than the concrete.)

If one leaves aside the awesome task of setting goals for something broadly called "American education" and proceeds to the identification of some desirable outcomes in mathematics, in science, in language learning, in geography, the task becomes immediately more manageable. An admirable model to follow is that set by the National Council of Teachers of Mathematics, which during a recent three-year effort did an outstanding job of achieving nationwide consensus among practitioners, mathematicians, scientists, the business community, and parents for the goals of mathematics in America's schools. The process was one of serious negotiation and full involvement. Thousands of people read and commented upon multiple drafts of what became the final document. Meetings were held across the country and audiences of all kinds and from every social environment were presented with the objectives and the thinking all along the way. Finally, a marvelous set of attractive publications have been widely distributed so that everyone is aware of the outcome.

Once agreed upon, plans are now in place to implement the recommendations of these discussions and the setting of targets for achieving these objectives.

Obviously there remain points of contention. For example, there are serious disagreements among substantial subgroups of the populations concerning the use of calculators in classrooms. There are thoughtful disagreements among proponents of various courses of study in secondary school mathematics. There are lingering concerns about the need for encouraging young women to pursue courses of study in serious mathematics, and science, etc. The fact remains, however, that national goals for mathematics have beenset, and the country has a place to turn when the question arises, "Where are we going in mathematics?".

One of the classic objections to the setting of goals is that once they are set all options are precluded. We often imagine that the formalization of these objectives will preclude the changing of the course and an irrevocable commitment to a plan that may prove to be inappropriate in the future.

This of course is seldom the case, and in any thoughtful enterprise, the process should include systematic reevaluation of the targets and monitoring of the progress toward them. The setting of educational goals should, in fact, include opportunities for formally reevaluating objectives and renewing decisions about their continuing appropriateness. One can imagine, for example, a series of six-year goals that would be monitored every two years through some systematic assessment or testing procedure. At each biennial monitoring point, not only should progress toward the goals be evaluated, but the question should be formally asked concerning the continuing appropriateness of those goals. I suggest every two years because the experience of the Assessment Performance Unit in Great Britain has demonstrated that measuring progress every year results in a set of intervals to frequent to manage efficiently. Also, changes in the growth patterns for learning tend not to occur that quickly. NAEP's experience of measuring progress every two years is probably more appropriate.

Another objection that needs to be addressed is the one involving the impact on curriculum. The argument is that the setting of clear targets, the imposition of specific testing instruments, and the acceptance of high-stake goals will influence what teachers and students spend their time doing in classrooms. The answer to the objection is an unequivocal "yes, it will." We shouldn't be awed by this prospect. We should instead consider how the absence of such goals affects what happens in classrooms.

This objection, however, does highlight the responsibilities placed on those involved in the setting of goals. Making choices is always a difficult and tension-producing activity. It's one that most of us engage in most of the time. The choices always are made within the constraints of available resources. In the classroom the chief resource that has to be managed is student and teacher time. There is only so much of it until the country or the local school district decide to expand the school day or the school year.

Decisions have to be made about the relative importance of subject matter and within-the-subject matter, of content and processes that are important for students to master. It can be successfully argued that thoughtful debate by a broad range of individuals on these matters would yield more useful, enlightened conclusions than those currently accepted by 96,000 school board members, 16,000 school district superintendents, and 2,500,000 elementary and secondary school teachers who are asked to make individual choices about what should be taught, when it should be taught, and how much time and attention should be devoted to it.

Serious debate and consensus decisions are bound to yield better curricula than diffused decision making by a variety of actors.

How then can we help policy makers and political leaders set the kinds of targets that are necessary and at the same time achievable by the end of the next decade?

There are two clear dimensions to the task. One is to imagine some ideal in which all of our youngsters would be prepared and enthusiastic enough to accept any imaginable challenge in a technological society and to set a target of "excellence." A second approach, probably more realistic, would be to consider current performance levels and to reach concensus on some possible levels of improvement. But, how can we estimate what is possible? One answer that suggests itself is to identify the achievement of certain groups of children who demonstrate superior performance in our own society -- for example, the performance levels of children who attend the best schools in the country. The second is to look outside of our country and compare our achievement levels to those of students in other countries.

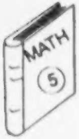
Fortunately, modern measurement technology and existing assessment projects make these data available to us. Chart III describes the mathematics achievement of American youngsters in 1978 and 1986. If one can imagine a 500 point scale with 0 representing no mathematics skill whatever, and 500 reflecting some mastery level, we see reflected in this chart the percentage of students at ages 9, 13, and 17 who can perform at 4 distinct levels.

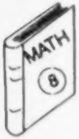
At level 150, which represents what might be characterized as basic skills in mathematics, we again see a rather satisfying level of achievement. Just about all of our youngsters at age 9 can add, subtract, and multiply whole numbers with success.

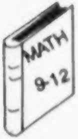
CHART III

# Mathematics

35
+ 42
77







| Skill Level | AGE | 1978 | 1986 |
|---|---|---|---|
| Arithmetic Facts<br>150 | 9 | 96.5 | 97.8 |
| Beginning Problem Solving<br>250 | 13 | 64.9 | 73.1 |
| Moderately Complex<br>300 | 17 | 51.4 | 51.1 |
| Multi-Step<br>350 | 17 | 7.4 | 6.4 |

ETS 11/89

Level 250 on our scale represents the ability to solve very simple problems. Another way to characterize it is that it reflects the content of a typical 5th grade mathematics textbook. This chart suggests that in 1986, only 73 percent of our 13-year-old youngsters (who tend to be in grades 7 and 8, not grade 5) can perform 5th grade mathematics.

The next level reflected on the chart, 300, is reflective of successful performance on moderately complex problems, the kind usually found in a typical 8th grade mathematics textbook. NAEP data reveal that only half of our 17-year-olds are successful with 8th grade mathematics. It should be remembered that 17-year-olds are not in the 8th grade, they are in the 11th or 12th grade.

The final level, 350 on this chart, reflects performance with success in what one can grossly describe as secondary school mathematics, a little algebra, geometry, and calculus. At this level, in American schools, we find that only 6 percent of our 17-year-olds (who are finishing their secondary school careers) can achieve at this level. Six percent of 3,000,000 17-year-olds is nearly 200,000 young people graduating each year who are ready to begin university programs in the sciences, mathematics or in accounting.

Presentation of these results some months ago caused quite a stir. Most Americans agreed that they were not acceptable. As we hear more and more talk about improved standards, now is the time to decide what would be reasonable to expect of our children, and what will be needed by our businesses and industry in the years ahead in order to permit us to compete successfully in the international environment.

Limiting ourselves to this information, it's not unrealistic to imagine that we could decide as a society, for example, to double the percentage of our 17-year-olds who can achieve at level 350, so that by the year 2000 12 percent of our 17-year-olds would be achieving at that level.

It may be equally sensible to decide that we should strive for 65 percent of our 17-year-olds to be competent at an 8th grade level (rather than the current 51 percent) and be able to solve moderately complex problems. Setting realistic goals is the task before us and there are groups such as the National Governors' Association and the National Assessment Governing Board that are seriously addressing the question.

The NAEP data bank includes a rich array of subsets of these statistics. For example, it is possible to look at percentages of minority students performing at each level, or percentages of students attending different kinds of schools. Observing these numbers change over the past 15- to 20- year period can help set targets for the future.

For example, it may be desirable to set accelerated targets for minority students so that remaining gaps can be finally closed and all of our children will at least be at par when they address the challenges and opportunities after a secondary school graduation.

Chart IV provides additional information that may help address the goal-setting task. This table represents data gathered by Educational Testing Service in six different countries concerning the mathematics skills of 13-year-old students. The performance scale created to reflect their achievement was from 0 to 1000. Several points along this scale are identified at the top of the chart - 300, 400, 500, etc.

The column labeled 500, reflects the ability to solve two-step problems. We see that while 78 percent of Korea's 13-year-olds can do so, only 40 percent of those in the United States are able to achieve at the same level.

CHART IV

TABLE [illegible]

## Percentages Performing At or Above Each Level of the Mathematics Scale: Age 13*

| LEVEL ▸ | Add and Subtract<br>300 | Simple Problems<br>400 | [illegible]<br>500 | Understand Concepts<br>600 | Interpret Data<br>700 |
|---|---|---|---|---|---|
| **Korea** | 100 | 95 | 78 | 40 | 5 |
| **Quebec (French)** | 100 | 97 | [illegible] | 22 | 2 |
| **British Columbia** | 100 | 95 | [illegible] | 24 | 2 |
| **Quebec (English)** | 100 | 97 | [illegible] | 20 | 1 |
| **New Brunswick (English)** | 100 | 95 | 66 | 18 | 1 |
| **Ontario (English)** | 99 | 92 | [illegible] | 16 | 1 |
| **New Brunswick (French)** | 100 | 95 | [illegible] | 12 | <1 |
| **Spain** | 99 | 91 | [illegible] | 14 | 1 |
| **United Kingdom** | 98 | 87 | [illegible] | 18 | 2 |
| **Ireland** | 98 | 86 | [illegible] | 14 | <1 |
| **Ontario (French)** | 99 | 85 | [illegible] | 7 | 0 |
| **United States** | 97 | 78 | [illegible] | 9 | 1 |

*Jackknifed standard errors for percentages range from less than .1 to 2.4 and are provided in the Data Appendix.

Without comparing our schools to theirs, our society to theirs, or our social objectives to theirs, this data can indeed help us imagine what can be expected of 13-year-old students. Similar comparable statistics can help us with the setting of targets in a variety of curriculum subjects. Our modern world is increasingly insistent that our school achievement be measured against international, rather than national norms.

CHALLENGE TO PROFESSIONALS

Interestingly, an examination of NAEP's data files on student and teacher responses concerning teaching techniques used to achieve these successes reveal the comforting fact that most teachers used a wide variety of approaches to get the job done. Having recognized the certainty of the target, teachers did whatever was required to teach all children these basic skills. These data reflect a truly amazing response to a clear and consistent objective!

NAEP asks students and teachers how they are taught and how they teach each subject we assess. During the decade of the seventies, the same teachers used the most modern techniques along with the most traditional workbook activities to help children master the content. They did whatever it took to accomplish an important task.

Our teachers want to be treated as professionals. We should expect them to behave as such, and encourage them to identify their needs as they work with groups of youngsters who share certain deficits.

William Joseph the III will be starting first grade in a year-and-a-half His sister will be entering the third grade. It would be comforting to think that before they proceed very far through the system, our society would have agreed upon a clear Act of Will toward some challenging but achieveable goals.

The **Chairman**. Mr. Goodling.

Mr. **Goodling**. Just one observation, you did not make this reference but since your reading statistics were so much better than your math statistics, in my mind I was asking, would that have anything to do with the fact that the elementary teacher is better prepared to teach reading and perhaps not so well prepared to teach math?

Mr. **Lapointe**. That is a fair assumption.

The other point is that our society attaches a lot more importance to reading. It is inconceivable at a cocktail party we would brag about the fact that we don't read too well. It is very acceptable to say I am terrible at mathematics, I can't even balance my own checkbook.

Increasingly, we are looking at the values society places on these curriculum areas. Children seem to read those signals very well.

Mr. **Goodling**. I have the ability to balance mine. I don't have the income to do it.

The **Chairman**. Dr. Lapointe, this is not a question, just a clarification: on the chart on international comparisons, I assume that the countries were selected where the 13 year olds were still in school and for that reason some other countries were not selected for that same reason.

So there is no attempt to be selective in the countries that you selected in terms of a comparison based on different cultures, et cetera. For example, Japan is not included. I assume that it is not included for some particular reason.

Mr. **Lapointe**. They opted not to join us because they have gone through these international exercises several times and could predict the results and they were busy about other things.

You should be aware of the fact that in 1991 we will be repeating this international comparison with 20 countries. The Soviet Union and the People's Republic of China as well as Taiwan will be joining us, Hungary, France, Spain, Italy, Brazil. So we will have a much broader array of countries to report on.

The **Chairman**. Thank you. Again we appreciate your appearing before the committee.

Mr. **Lapointe**. You are welcome sir.

The **Chairman**. The next witness is Mr. Owen Butler, Chairman of the Board of the Committee on Economic Development. Mr. Butler, I cannot begin to express the appreciation of this committee to you and the very fine work that you are doing.

I will leave off any personal remarks because we promised not to engage in them. Thank you very much.

## STATEMENT OF OWEN B. BUTLER, CHAIRMAN OF THE BOARD, COMMITTEE FOR ECONOMIC DEVELOPMENT, CED, WASHINGTON, D.C.; ACCOMPANIED BY LT. DREW BROWN, USNR, FOUNDER AND DIRECTOR, THE AMERICAN DREAM PROGRAM

Mr. **Butler**. Thank you, Mr. Chairman. You know that our mutual admiration society is flourishing.

The **Chairman**. I understand you are accompanied by Lieutenant Drew Brown, I would ask him to join you at the witness table.

Mr. **Butler**. Thank you. Thank you, Mr. Chairman and Congressman Goodling. I will wait until near the end of my remarks to introduce Lieutenant Brown. We have committed written testimony. With your permission I would like to enter that written testimony into the record and simply talk about the state of American public education as I see it today and about the areas where I think we need to concentrate in the decade ahead if we are to come anywhere near close to restoring the world leadership we once had and in the breadth of education of our population.

As you know, Mr. Chairman, I have been at this for seven and a half years now. I bring to it no professional education experience. I have not been a teacher or a principal. But the Committee for Economic Development seven years ago undertook to study the effectiveness with which we were developing human resources in this country of a conviction that business and our society perhaps had taken its eye off the ball and focused too much on plant and equipment and technology and statistics instead of human resources.

It is interesting that we should have done that because if you had taken almost any chief executive officer aside and asked that person individually what he or she regarded as the key to his own company's success, the answer would have been people. It would not have been machines, technology or patents. It would have been that historically we have sought out and found and brought into the company and developed the best people.

That is our competitive edge. Yet when we looked at our society versus others, we talked about savings rates, investment tax credits, capital spending.

The Committee for Economic Development set out to see why the United States had apparently lost its edge versus Japan, Germany and some other developing countries in the economic competition and in the way we are developing our own human resources. I think all of us as businessmen set out on that project thinking that we would study primarily the high schools and that the answer lay in the high schools.

We brought into our committee of about 20 corporate chairmen and presidents people like Al Shanker, the President of the American Federation of teachers, Alonzo Crim, Superintendent of Schools in Atlanta, Mike Pemtan, Donna Shelala from Hunter. And other educators who could give breadth to our evaluation.

What we learned from three years of study on our first policy statement and another two years on our second policy statement is what I would like to clarify with the committee.

The first thing we learned is that there is no simple answer. I would urge the committee as it looks to our next steps in improving American public education that you beware of false prophets, that you beware of those who say choice will solve all the problems or accountability will solve all the problems or deregulation will solve all the problems or higher teacher salaries will solve all the problems or Head Start will solve all the problems.

None of those things standing alone will solve all the problems. Improving the quality of our human resources development in this country is a very, very complex issue. It is an issue which we need to address in holistic fashion and we need to address it with a tremendous sense of urgency.

No one reform will work unless the other reforms are also made. Example, if we were to fully fund Head Start, which we should have done years ago, but we put the graduates of the Head Start Program into schools that are over-regulated, unaccountable, uncompetitive, unchallenging, unstimulating to the students, then those students will still not get a good education.

If we reform our schools but we put into the schools 25 percent in total, 50, 75 percent in many of our urban areas, children who are simply not prepared at age six for a good school curriculum, those schools won't work.

The fact we are putting youngsters into the system who are not ready for it will not only mean those youngsters will fail, but those youngsters will pull down the entire effectiveness of the school.

We need to keep our eye on the fact that all of the education improvement programs that this country needs must be done simultaneously. We cannot solve the problem by doing any one thing.

I was delighted with the education summit the President convened. I was delighted with the program that the President and the governors agreed on.

I think the concept of broader early childhood education, the establishment of national goals, the establishment of more competition and choice within our public school systems is a good program. The fact that we have focused national attention on education is a very exciting prospect for our Nation.

But at the same time I am excited about the summit, I am, frankly, disappointed. Perhaps I am losing patience, but I think I have a right to lose patience.

The Head Start Program has been in place for 20 years. The Committee for Economic Development over 15 years ago singled out early childhood education as a program that worked, that would truly break the cycle for many of our disadvantaged children.

Yet, here we sit 20 years later at a time in our history when the President of the United States, all of our governors, the Business Roundtable, the National Alliance of Business, the Chambers of Commerce, the National Association of Manufacturers, the Committee for Economic Development, the National Association of State Board of Educators, the National Council of Chief State School Officers, and I don't know how many others all agree that full funding of the Head Start Program is an appropriate goal, that the program has been tested, proven. There is universal agreement it should be funded, and we sit here today funding less than 25 percent.

And I think that is unconscionable. I think it is time as a Nation that we lost patience with that kind of delay and demanded that if all of us know now that this is one of the things we need to do, it is time to get on with it.

As one who is now eligible for social security, I can't help wondering what would happen in this Nation if we said, yes, we agree that social security is an appropriate program and we are going to define the levels of eligibility, but we are only going to fund 20 to 30 percent of the money that is required to make that program available to those who are eligible. I think as a Nation we simply must move forward on that area.

We must simultaneously move forward on choice, on the accountability, on deregulation. And in the area of deregulation, I would particularly commend bringing to this committee's attention the need to remove as far as possible, the burden of regulations that go with so many of the Federal programs.

It is patently wrong, almost absurd, for example, that if a computer is in a school room with Chapter 1 programming, it is my understanding that the school is prohibited from using that equipment for the benefit of children who are not in Chapter 1.

It is required that the equipment sit idle part of the time rather than being used as broadly as it can.

Most of our programs, not just Federal, but state as well, are burdened with more regulations than are required.

I hope that the committee will turn its attention to making the use of those Federal funds which are provided in support of public education as flexible as they possibly can and to encouraging the most creative and most effective possible use of those funds, those programs and that equipment.

As we moved to accountability, again, I think there are issues the committee ought to consider. Dr. Lapointe presented some very dramatic and convincing data on the results of the National Assessment of Educational Progress.

But there are some elements in that program that I think demand the committee's attention as we look to the future and look to using programs like NAEP to establish accountability for schools and students.

Example: We looked this morning at data on what 17 year olds know. That is the way the data is generally publicized. But, it is my understanding that the tests are given only to 17 year olds who are in school.

That means that a truly representative sample of our 17 year olds which show far, far lower scores, in all likelihood than the scores that are shown on the so-called, what 17 year olds know.

I think that sample needs to be expanded to include a representative sample of all 17 year olds because it is all 17 year olds who make up our society.

I believe that this committee and the Congress ought to listen to the governor's request and expand the national assessment so that the sample within each state is adequate to provide legitimate state-by-state comparisons.

One of the things that works in our society is competition. There ought to be a legitimate way for the residents of North Carolina to see how they are doing in their schools, how their students are doing versus the students in Ohio, or California, or Seattle.

There is at the present no way that a state can find a legitimate comparison of what its students know versus what other students in other states know. That defeats the human desire to compete and defeats what we as a Nation could gain if the states were honestly competing to produce the best educated students among the 50 states.

The legislation, as I understand it, last year did begin to permit some expansion of testing within states so that we can begin to get some comparisons. But SAT scores are not a legitimate way to compare states.

That is all we have today. We at the Committee for Economic Development believe that the Congress ought to address the complete problem of education.

It ought to pay particular attention to the education of disadvantaged children because this is an area where the Federal Government has always taken leadership.

In that regard we believe much more attention needs to be paid to the way we are dealing with teen mothers. There is in this country a superb model of how to break the poverty with teen mothers to bring those mothers back into school, to break the cycle with the mother and with that mother's child. This is an area which is not beginning to receive the broad scale attention.

We should have full funding of Head Start immediately. We should move on to competition, deregulation and accountability within our schools.

But I ask the committee to hear Lieutenant Brown this morning because there is another element that I think must be present for them in everything we say to the public about education, and that is we cannot educate children. We can only give children an opportunity to educate themselves.

I believe we must, whenever we talk about this issue, we must keep reminding parents and children and ourselves that in the final analysis the job of acquiring an education is a job for the child and that it requires the child's commitment and the child's participation.

Lieutenant Brown is what they would call a national living treasure if we were Japanese.

Lieutenant Brown is one of those youngsters who grew up in Harlem, who saw this as a Nation of opportunity rather than as a Nation of oppression, who took advantage of the opportunities that this Nation provides and proved by his own behavior that a child who wants an education and wants to succeed in this country can do so as a result of his or her own efforts.

Rather than spending his weekends and his evenings with his wife and his two delightful young children, which both he and they would like, he has spent most of his waking hours for the last two years traveling around this country delivering that message, I believe last year, to over 800,000 children in our high schools.

That their success is in their own way and in their own hands. He has been a tireless worker.

He speaks to our high school students in language that they truly understand.

Following him into and out of a high school is a little bit like following the Pidepiper. Whether we believe it or not, these kids like "tough love."

What Drew offers is "tough love."

Lieutenant Brown?

The CHAIRMAN. May I just interrupt to indicate that the full statement of Lieutenant Brown will be entered in the record following the statement of Mr. Butler at this point.

[The prepared statement of Owen D. Butler follows:]

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STATEMENT

OF

OWEN B. BUTLER

RETIRED CHAIRMAN OF THE PROCTER & GAMBLE COMPANY

AND

CHAIRMAN OF THE BOARD OF TRUSTEES

COMMITTEE FOR ECONOMIC DEVELOPMENT

ON

LONG-TERM STRATEGIES FOR ENHANCING

YOUTH DEVELOPMENT

BEFORE

THE EDUCATION FORUM CONDUCTED BY THE
COMMITTEE ON EDUCATION AND LABOR

UNITED STATES HOUSE OF REPRESENTATIVES

November 13, 1989

Good morning Chairman Hawkins, Representative Goodling, and other Members of the Committee. My name is Owen B. Butler and I am the retired chairman of the Procter & Gamble Company. I commend you for assembling this forum, and I am pleased to participate with you as chairman of the Board of Trustees of the Committee for Economic Development. Joining me today is Lieutenant Brown, a pilot with the Federal Express Company. For those of you who are unfamiliar with the Committee for Economic Development, CED is a national organization of approximately 250 business leaders and two dozen university presidents who combine their business judgment and scholarly expertise to identify, analyze, and propose practical solutions to the most serious economic problems facing the United States.

One of the issues that has long occupied a significant place on our agenda is education and its relationship to our nation's productivity and competitiveness. It is this concern that brought myself and other CED trustees together with Lt. Brown. Lt. Brown is one of those Americans the President likes to call "a point of light." Well, that's true, except that Lt. Brown is much more than that. He is a flood of light to thousands of our nation's youth whose future is at risk. Lt. Brown has a mission, and his efforts at turning-on our youth to the excitment and promise of education is why we at CED admire his achievements. This forum's participants should listen carefully to what Lt. Brown says. CED has, and we are better for it.

Like Lt. Brown and others, the Committee for Economic Development believes that developing better educated, more productive citizens is the single most important challenge our nation faces if we are to enjoy any chance of regaining and sustaining our national and global competitiveness. Without a high degree of intelligence, imagination, and creativity, all the vast captial resources we enjoy, the technology we have at our disposal, or the natural resources we can harness will become virtually useless. Unfortunately, when the trustees of the CED looked at the qualifications of our nation's recent high school graduates, we found that very few were measuring up to today's workplace requirements. After several additional years of study, we became convinced that unless there is a drastic improvement in the performance of our nation's schools, even fewer students would measure up to standards needed to obtain productive employment.

Additional research revealed that those most at-risk were the poor and members of minority groups -- particularly young children between the ages of three and four growing up in poverty. Until recently, the nation was allowed to ignore the problems of these groups in our society because we have been blessed with a supply of low-skilled and manual jobs which served to employ at relatively good wages these people at the lower end of the educational and social spectrum.

We can't afford to ignore the problem any longer. Our economy can't afford it and our society can't afford it. The demographic fact of the matter is that our nation's economy must provide adequate preparation for productive employment to all segments of its work force. The low-skilled manufacturing jobs that existed are disappearing rapidly, and employment for unskilled manual labor is nowhere near the levels of past years. Yet, the largest segment of new entrants into tomorrow's work force are the very people whose lives depend on obtaining low-skilled employment. To remain globally competitive, increasingly employers are forced to rely on this low-skilled segment of society, and it is this work force that will in large part support the growing percertage of those in our society who are retired or will become retired. To succeed in meeting these challenges, our future work force will need to be more highly trained, adaptable, and productive. Unhappily, if present trends are allowed to continue, just the reverse will occur: there will be an ominous and growing gap between our work force capabilities and our needs.

Unless we make fundamental changes in the way we prepare our young people, and particularly the educationally disadvantaged, for prospective employment, it is my firm conviction that sometime in the 21st century we will cease to be the prosperous democracy we are today.

What should be done about this? How can we ensure that the next generation will be better prepared, not only for the work force but as citizens, voters, and parents?

The research CED undertook for its first two reports on education -- Investing in Our Children in 1985 and Children in Need in 1987 -- clearly demonstrates that we must do two things simultaneously. First, we must intervene as early as possible in the lives of disadvantaged children in order to prevent failure, and we must sustain that intervention to keep early successes from being overtaken by the poverty, crime, and chaos in their lives. Second, we must restructure our public education system so that it delivers quality education for all children and not just for the privileged few.

It is both more humane and more cost-effective to prevent failure before it becomes an ingrained habit -- before it becomes hereditary. Every class of dropouts costs society about $240 billion in lost taxes and wages over the course of their lives. Yet, every dollar spent on one year of high quality preschool can save six by lowering the costs of later remedial education, teen pregnancy, criminal behavior, and welfare dependency.

What most of our at-risk children lack is adequate parenting. Early intervention strategies are the keys to ensuring that every child is born healthy and receives the physical, emotional, and intellectual nurturing in the earliest years so that he or she will arrive at school eager and able to learn.

In Children in Need we identified several early prevention strategies that are both effective and can yield significant return on society's investment. They include:

- o prenatal care for poor pregnant women;
- o parenting education and support, for both mothers and fathers;
- o health care and nutrition support for infants and children;
- o quality, developmentally appropriate child care for at-risk infants and toddlers; and
- o quality preschool programs for three- and four-year olds.

A great deal has been said about preschool education in the past few years. The evidence on its benefits is solid. Cost savings aside, Head Start produces adults with more self-confidence, and better academic skills, who are more likely to further their education and become productive members of society.

Head Start will celebrate its 25th anniversary in 1990. Nevertheless, it still receives only enough funding to serve fewer than 20 percent of all eligible children. We should make it a priority to fully fund Head Start as soon as feasible. The request for a 25 percent increase in funding submitted by President Bush as part of the Excellence in Education Act is a good start -- better than we've seen in years -- but it needs to be followed up by a more aggressive funding strategy within the next few years.

Can we afford to do that? Last year, I chaired a blue-ribbon commission on the future of public education in the state of Ohio. We determined that in

Ohio, which is a pretty typical state, two-tenths of a penny of sales tax, or a two-tenths of one percent increase in the state income tax would provide Head Start for every disadvantaged three- and four-year-old in the state. Is anybody going to tell me we can't afford to do that? It is more accurate to say that we can't afford not to do that!

The President and Congress have also recognized that there is a role for the federal government in increasing access to child care. What precisely that role should be is still being debated. Obviously, help with child care is a critical need for the growing numbers of working parents. While we do not mean to minimize the need for good child care for all children of working parents, regardless of income, we do believe that federal assistance should be targeted to those who need it the most -- the poor and the at-risk.

CED believes that the quality of child care is especially critical for at-risk infants and toddlers. And when we say quality, we mean child care that is developmentally appropriate, that builds both intellectual and social skills, and that pays attention to the health and nutritional needs of the child. We also believe that such quality care necessitates well-trained, appropriately compensated care-givers.

Early intervention can put a child on the right road. The next step must be to improve the education our children -- all of our children -- receive in school. The benefits to a child of a good start may be wiped out if the schools he attends fail to provide an effective environment for learning.

The results of the recent Education Summit between President Bush and the nation's Governors was heartening. Although there were many areas of consensus that emerged between the President and the nation's Governors, such as school restructuring, accountability, deregulation, and the establishment of national goals, one of the most important priorities was their call for early intervention -- investing as early as possible in the educational development of our children. We were also particularly pleased that the President and the Governors are calling for greater parental involvement.

We believe that it is more important than ever to act on the knowledge that our children are our future. If we fail to nurture and educate all of our children, we will be closing the doors of opportunity to a growing number of young people, and excluding them from the mainstream of American life. The cost of failure is enormous, for at stake is the survival of our free enterprise economy, our democratic system, and the American Dream itself.

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The **Chairman**. Lieutenant Brown, we welcome you before the committee.

Lieutenant **Brown**. Thank you, sir.

Thank you, Mr. Chairman, thank Congressman Goodling. I appreciate you giving me the opportunity to speak here.

I want to start it off the same way I talk to kids. When I come into a high school or I speak to junior high school kids or college kids, or adults, I start off like this:

I put on my sunglasses and I look them dead in the face and say you know they got punks walking around our streets. They got punk gangs walking around our streets called Bloods, called Crips.

They got punk gangs called Skinheads that walk around our streets that they think they are bad. Mike Tyson, the heavy weight champion of the world says that he is bad.

There is a singer called Michael Jackson who has the audacity to say he is bad. They are not bad.

I am bad because I can fly 500 miles an hour, 50 feet from the ground, and carry 28 bombs under my wings.

I have the expertise, technology and the know how not to just take out this building, but to take out the entire neighborhood, and that is bad.

If those punk gangs ever come bothering me with their 357 magnums, their 44's, their shotguns, if they ever bother me, I am in a gang, too. If they bother me enough I am in a gang called the United States Navy.

I might have to get my boys and we can come take out the City of Washington, D.C. But do you know what makes me bad?

The only thing that makes me bad is I have a college education. That is what makes me bad.

You see, Mr. Chairman, I do that because I demand their respect and I demand their attention, and they love it.

They want to see what bad is. It seems like the adults of this country have contracted a disease called anemia.

It seems when we grow up, we forgot what it was like to be a kid, to have fun and take the easy way out. I am like Peter Pan, sir.

I have not grown up yet. I know how to talk to these kids. Statistically, 1.2 million kids a year they say are dropping out of school, but that is not true. We have 1.2 million children a year dropping out of another thing, and that is called the game of life.

They are not just dropping out of school. They are dropping out of life. In 10 years that is not 12 million people, that is almost 30 million people who are walking around our streets that have quit. It is not their fault.

Mr. Chairman, it is not their fault.

It is not those children's fault. It is our fault. It is our fault that those kids live in a society like they do.

I don't blame them either because those kids get nothing but mixed messages from us.

Let's look at drugs. Marijuana is illegal in this country, isn't it? How come in every convenience store in this country you can buy rolling paper?

When is the last time you seen somebody roll up a camel? It doesn't happen. They are mixed up.

It is not their fault. It is our fault.

Look at the television. Look at the music on the radio today.

We talk to our kids about teen pregnancy, AIDS, sexual diseases, but you know what the number one song in this country was last year?

"I Want Your Sex," by George Michael. Then we are trying to compete against that on MTV, and it is not working. It is not their fault.

I don't know children old enough to fly 727's full of cocaine in this country. It is adults. Children didn't make money off of "I Want Your Sex," the record.

It was adults that made money off the advertising, the promotion, who produced the record. It was adults. It was not those kids.

Violence, look at the streets of Los Angeles, the streets of Washington, D.C., New York. Everybody has Uzi's. Well, so does Rambo.

We are the ones who showed them how to use an Uzi. We teach them to buckle up. When Rambo gets in a car, he doesn't buckle up. A kid wants to be a star.

He doesn't want to be a child. It is not their fault. It is ours.

Education. We in this country have done something terrible, we as Americans take kindness for weakness.

I am sorry, but we have done that to our teachers. We as a country don't respect our teachers, so why should our kids.

It is not their fault. It is our fault. It is legal to drop out of school now.

Those are all the problems.

But, sir I came here with more than problems. I came here with the answers.

I know how to change this country. It is by a very simple formula. It is called "Education Plus Hard Work," underlined, "Minus Drugs Equals Success in the American Dream." That is the truth.

"Education Plus Hard Work Minus Drugs Equals Success in the American Dream." Quickly, step-by-step, I will go through them with you.

Education. Do you know why I went to college, sir? The only reason I went to college is because my Dad gave me two choices in life.

One was college and the other was death. I am not a fool. I picked college.

I had no choice about going to college. Neither should those children. We need to make it mandatory law in this country that every child graduate high school.

If you don't graduate high school, you don't get a job.

If you don't have GED, you don't have a profession. If you can't show you are going to some school, you are not allowed in this country, shouldn't be able to get a license or participate in part-time work. It is over.

Don't give them a chance at 17, 16 and 18 years old to make the number one most important decision in their life, and that is to get an education.

You know what I tell kids? If you don't plan on going to college and getting a four-year degree, you need to get out of high school, too, because McDonalds needs you.

You know they laugh. But they are not laughing at me. They are laughing at themselves.

In this country you don't need a high school diploma unless you are going into the military or college, so why get one?

You want to change the educational system in this country? It is easy.

Double these teachers salaries today and hold them accountable for what they are teaching. We are losing our best teachers. These children grow up to not want to be teachers.

They see how our teachers are treated. Education. I know how to stop it.

You want to stop drugs? That is easy.

Stop the demand and the supply will fall. I know a middle linebacker, sir, from the New York Giants, number 56, I won't say his name here. He makes $130,000 a week. $130,000 a week.

When he got caught with cocaine, do you know what happened to him? He got a 10-day suspension. Our children look up to these people.

I am sorry to say that most of the responsible people in this country, if they get caught with cocaine, they lose their careers and jobs for life.

Some of these making $130,000 a year get a 10-day suspension. You want to stop drugs in this country, you make sure the NFL, NBA, major league baseball, National Hockey League, that they are held responsible if anyone of those players gets caught with drugs one time, they are banned from the sport for life.

The Navy did it. We stopped drug use by 90 percent. No if's, and's or but's.

You see, sir, I am a real life role model. Michael Jordon and Michael Jackson, God bless them. They are gifted.

I am just educated and every kid in America can be just like me. We don't need to show them role models who make millions of dollars and get to play with the system any kind of way.

There are people who sell drugs in this country and we show them on television. If they have enough money, they never go to jail.

Our justice system, we want to build more jails. We don't need to. We need to clean up the ones we have now.

You can get more drugs in penitentiaries in this country than we can in the streets.

If I ran the penitentiaries in this country, you would never come back to my jail. We have men in Vietnam who lived in much worse conditions than those people in jail.

If I ran the jails, you would be able to eat, sleep, go to the bathroom and exercise all by yourself. Solitary confinement.

The only time you would be able to mingle with other people is when you got an education.

Drugs are killing this country, sir. The problem is it is not getting high because I get high.

I do get high, sir. But I get high when they shoot me from zero to 140 miles an hour in 2.3 seconds.

Boom, I am overdosing. You got to get high.

Getting high is what it is all about. Just like when you were elected to your chair, sir, you had a feeling you couldn't explain to anybody but you couldn't buy it for $10 in the street.

It is a need in this country to get high. I tell the kids if they want to get high, I will be their pusher. They need to go to medical school, become a doctor and save somebody's life, watch the glean of life through eyes.

You both say thank you, he hands you a check for $138,000 and you are toasted. You have got to get high in this country, but if they use drugs, they are going to die.

The number one way we are going to change this country is success. "Education Plus Hard Work Minus Drugs Equals Success in the American Dream."

You see, everybody sitting in this room right now, anybody in here who is successful, anyone of you who are successful in this country, it is not because of you that you are successful. It is because somewhere down your life somebody believed in you.

You see, they believed in you so much that all of a sudden you started believing in yourself. When you start believing in yourself, it is over. You will be anything you want to be.

Our children in this country don't believe in themselves. You saw the statistics. That doesn't mean anything because 99 percent of those kids that they said can't read or can't write, you give them $100 and you tell them where to be at a certain time and a certain place and put them in a bus station, they will all find that bus and they will all be there on time.

Our children might not know how to read or write but they still have intelligence. We have the smartest kids in the world.

They know a high school diploma is not important in this country so why get one.

They outsmarted themselves. They don't think they are going to be doctors, they don't think they are going to be lawyers, they don't think they are going to be Congressmen, so why try?

I have spoken to over a million and a half children in the past two years. When I leave there, they look at me in my eyes and they give me the greatest gift I will probably ever get.

They tell me, "Thank you. I am going to be something just because you told me I can." I have won the Chamber of Commerce's Special Salute Medal. I got a medal from President Bush that was given.

I have gotten a lot of awards. But I am going to read you my greatest award, and I get thousands of these. This is why I do what I do.

It says: "Dear Lieutenant Brown, I am really glad that you came to my high school because you helped some of my friends that use drugs. Since the day that you came here they have stopped using drugs because of what you said it would do to you.

"It really helped because my friends that night after they left school went home and they got all their drugs out of their cars. They went to the dumpster and threw their drugs away.

"They said they were never going to touch the stuff again because they didn't want to kill themselves. My cousin saw your show on TV. He stopped using it.

"You helped change the lives of my friends. I thank you for that terrific speech you gave because my friends act differently.

"I would like to have an autographed picture of you to hang on my wall. Sincerely yours, Brian."

The way you change this country is everybody in this country who is successful needs to get a kid and give them a little bit of what they have taken from this country. That is to believe themselves. That is the only way we are going to change those kids.

If everybody does it, they are not giving. They are actually going to get. They are actually going to get the greatest gift they will ever get.

When that kid makes it one day and they look in your eyes and with that twinkle in their eyes that child looks at you and says, "Thank you, Doc. I have just got accepted into medical school. The only reason I did it is because of you," that is when we will change these children.

There is an old saying that you can lead a horse to water but you can't make him drink, that is true, but I make these children thirsty. They want discipline.

You want to do something about this country? You need to bring back the draft.

If they don't want to go in the Army, Air Force, Navy, Marines or Coast Guard, they don't have to. They can work two years for this country in the Environmental Protection Agency, in the hospitals.

They need to give back something to this country that they are going to take for the rest of their lives. When this country was strong we had a family value system and we had mandatory service. Why don't we look back in history and do the same things we did then?

They don't need a choice. High school diplomas should be mandatory. No if's, and's or but's.

You know that American flag there, sir? I put my life on the line for everybody sitting in this room. I was in Libya, I was in Beirut, and I almost died for this country.

I had those bombs under my wings and I almost died for this country. But I didn't almost die for no African Americans, I didn't almost die for no white Americans, or Asian Americans or Hispanic Americans. I almost died for three colors. They were red, white and blue.

This America—this is the greatest country in the world and it is not because we live here.

This is the greatest country in the world because we have something that they just broke a wall down for. We have freedom in this country.

You see, those children are not only free to be dropouts, drug addicts, crackheads, prostitutes, alcoholics, degenerates and criminals. In this country they are also free to be doctors, lawyers, teachers, architects, master plumbers, Senators, Congressman and they are also all free to be the President of the United States.

They are free in this country. But it is not their fault. It is ours.

The two last things I will tell you about is we have done a great injustice to these kids.

You know, if there was a big hot fire in this room, a big smoking, flaming fire and everybody started getting scared and nervous and it started getting dark and it started getting hot and all of a sudden a man came up to this microphone who was a white man, very intelligent, very big in this town, but before he came up here, he was at the local bar for two or three hours, and when he came up here, he was all drunk and he said, "Come on everybody, you can follow me right now. I will run you out of this town. The exit is right over—the exit is right over—here. Come on, you know who I am. I will run you all out of here."

A white man. Then a black man came in here, short, short hair, gray, thick glasses, he happened to be cleaning up the floors outside, and the black gentleman came in here and he said, "The oxygen level in this room is 20.745 meters. To the right is an exit. If you follow me, within the next 16 seconds your survivability rate will go up by 98 percent."

Who do you think everybody in this room will follow? They are not following black and white.

They are following ignorance and intelligence. There is no black and white.

We have lied to these children. There is only ignorance and intelligence. If black and white were so important, blind people would be prejudice, handicapped children would be prejudice.

If black and white were so important, those mentally retarded children, the ones we send to the special olympics, guess what?

Black and white has never crossed their minds. Who in this country is blind, handicapped and mentally retarded?

It is not those children. Adults taught them that garbage. I tell them about prejudice and I explain the truth to them. Prejudice is a simple thing in this country.

Anybody who doesn't like themselves, anybody who really doesn't like themselves has the need to put somebody else down because of the way they look, act or feel.

When they put somebody else down, it makes them look better. There is no black or white.

There is ignorance and intelligence. Those children clap. When I talk about America, they clap.

When I talk about black and white, they clap because they want to be free. They are just kids. And everybody in this room, when they were babies, the only thing they wanted in their life was milk, and they didn't care what color it came from.

Martin Luther King died for this. John F. Kennedy was assassinated for this. Mrs. Rosa Parks didn't get off her bus for this. Sir, you are looking at the American dream.

I was the only black Attack Navy Jet Pilot in the whole United States Navy in the fleet at that time, one man out of 14,000 men.

It wasn't the Navy's fault. It was those kids fault because they didn't think they could be Navy jet pilots, they didn't think they could be doctors, they don't think they can be lawyers.

I promise you one thing. After I speak to them, they at least know the truth.

They know if they don't make it in this country, it has nothing to do with their color.

It has something to do with their intelligence. I give them hope. If everybody in this country pulls together like we did in Pearl Harbor in World War II, we would beat this system because every child has the right to get an education.

Forty-five years ago a black man in the United States Navy could do nothing but wash dishes and shine officers shoes. Forty-five years ago my father joined the United States Navy, and 45 years ago a man called my daddy a nigger, and my father picked that man up and he threw him over the side of the ship.

They were going to put my daddy in jail forever and ever and ever, but they couldn't because 45 years ago, sir, my daddy was only 13 years old.

The day I got these wings which you now look upon my chest made me the top 1 percent of the top 1 percent of this entire country. The day I got my wings I was an officer and I asked my daddy to come see them put them on me and he told me no because he was so proud of his boy that he thought he would look up his story and they wouldn't give his son the wings of gold.

But that day, my daddy sent me a telegram and that telegram said, "I would be proud to shine your shoes." You see, the man who has been testifying in front of you for the past 30 minutes hasn't been me.

I am too young to tell you the things I told you. That has been my daddy. My father was the greatest man I ever knew. My father was my best friend. You see, my daddy died.

But before my father died I sat on his bed and he gave me the greatest gift a man or women will ever receive. He looked at me in my eyes and he said, "Son, I am proud of you and I am ready to die because I have got a boy like you to carry on." That is the greatest gift anybody will ever receive.

I tell them children that and they understand it. It is not those children's fault. It is our fault.

My father also said, "One day you are going to have another father." I used to hate him for that. "I am not going to have any other father. Just you, daddy."

But it was true. The man sitting next to me has become my father. Everybody in this country needs somebody.

Most of those children that walk on our streets don't have anybody. If you don't have anybody, you don't really believe in yourself.

If nobody believes in you, you don't believe in yourself and it is over. You see, I am a very rich man, sir.

I am a very rich man, but it has nothing to do with money because you would never see a Wells Fargo truck at my funeral. I am a rich man because I have a beautiful wife and two beautiful children and I have got something nobody can take away from me.

It is never too late for none of us. My mother started college after 40 years. My dad used to tell me, "You may not get what you want when you want it, but I promise you one thing, son. God is never late."

Thank you, sir.

[The statement of Lieutenant Drew Brown follows:]

# THE AMERICAN DREAM

## DREW T. BROWN III

LT. USNR

Drew T. Brown, III was born in New York, NY on January 20, 1955. He is the son of Rhoda Palestine Brown and the late Drew "Bundini" Brown, trainer of former heavyweight champion Muhammad Ali. He spent his formative years in Harlem, NY and Brighton Beach, Brooklyn. Brown attended Southern University in New Orleans and received a degree in Business Administration and Economics in 1977.

Brown entered the United States Navy in 1981 and was commissioned via Aviation Officer Candidate School. During his flight training Brown flew the T-28 Trojan, T-2 Buckeye and the A-4 Skyhawk (former Blue Angel demonstration jet). Upon earning his "Wings of Gold" he reported to Naval Air Station Oceana, VA, where he joined the oldest attack squadron in Naval aviation history, Attack Squadron 35, "The Black Panthers".

LT. Brown flew the A-6 Intruder, an all weather attack jet bomber, during missions on two Mediterranean deployments and one North Atlantic cruise onboard the USS Nimitz (CVN-68). He has traveled extensively around the world and to virtually every corner of the United States. LT. Brown is an active member of the Naval Reserves and joined Federal Express Corporation as a pilot in June 1988.

Since January, 1988, Brown has been spearheaded another mission - THE AMERICAN DREAM. Deeply committed to this program which he developed, LT. Brown carries a simple - but powerful - message to eager audiences across the land.

More than a million people - a cross section of students, teachers, parents, politicians and community leaders - have heard his message that **"Education plus Hard Work minus Drugs equals THE AMERICAN DREAM"**. A simple message for a serious problem. As LT. Brown says,"I am successful with the kids, because as a role model, what I' ve achieved is clearly attainable for them. Michael Jackson and Michael Jordan are gifted, God bless them, but I'm not that gifted - I'm just educated - and all kids can obtain an education".

Most recently, LT. Brown has been awarded the Meritorious Service Medal by the President of the United States and the United States Chamber of Commerce Special Salute for his outstanding leadership and deep concern for the country's youth. LT. Brown was a nominee for the 1988 Esquire Man of the Year Award, along with thirty two other distinguished candidates.

Brown is married to the former Laurie Ann Guimont of New Orleans who is Executive Administrator and Program Coordinator of The American Dream. They reside in Memphis, TN with their children Taryn Christine and Drew Jacques IV.

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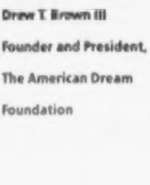
U.S. EDUCATION:
AN AGENDA

# THE AMERICAN DREAM

**There are some punks in this country called the Bloods and the Crips. They walk around the streets talking about how they're bad. Mike Tyson, the heavyweight champion of the world, says that he's bad. The singer Michael Jackson has the audacity to say that he's bad.**



**Drew T. Brown III**

**Founder and President,**

**The American Dream Foundation**

Guess what? They're not bad. I'm bad. I can fly 550 miles an hour, 50 feet from the ground, with twenty-two 500-pound bombs under my wings. I have the technology and the know-how to take out not just this room, but the entire hotel. I belong to a gang, too, and my gang is called the United States Navy. If those punks come bothering me with their 357s, their 44s, their shotguns, I'll get my boys and we'll take them out.

We're here at a communications seminar. And what I do is communicate. I'm bilingual. I can speak street talk and I can also speak proper English. "Yo, what's up, home boy? I met this deaf babe, we slid by the crib and then she was buggin'." When I say that to the kids, they crack up. If I say it to the teachers — like you, college-educated, intelligent people — they say, "What the hell is he talking about?" A little baby with a hearing deficiency slipped and fell by the crib? *She was buggin'*? Did they have roaches?

Let me translate. *Yo, home boy.* Good afternoon, my good friend. *I met this deaf babe.* I had the acquaintance of a very nice looking young lady. *We slid by the crib.* We made an excursion over to the apartment. And when we got there, *she was buggin'.* Upon our arrival, there seemed to be some sort of confusion.

If we want these kids to change, then we have to start speaking to them in their own language. That's what I do.

I have a simple formula to solve the problem of education in America: Education + Hard Work − Drugs = Success and the American Dream.

Let's look at the first element of the formula: education.

## EDUCATION

The kids we're talking about don't learn because they don't think they can win at the game called life. They don't get high school diplomas because there are only two institutions in this country that demand high school diplomas — the military and college. If you don't plan to enter either, why get a diploma? What I tell these kids is that if you don't plan on getting a high school education, get out of high school today. Because McDonald's needs you. If you don't plan on getting a college education, you will be bums. That is the truth, and they need to hear it just like that.

These kids have the nerve to lie to me and say they can't afford to go to college. The truth is, they can't afford *not* to go to college. If you haven't the money to go to college, I tell them, then bust your butt in high school and get a 3.8, 3.9, or 4.0 grade point average. If you do that, the teachers will make sure you go to any college in this country for free. That's called a scholarship. If you can't get a 3.8, 3.9 grade point average, then go to work in McDonald's at night. Work in Burger King. Get a loan, get a grant, take yourself to college. Because if you don't plan on going to college, you're not going to make it.

**These kids have the nerve to lie to me and say they can't afford to go to college. The truth is, they can't afford *not* to go to college.**

Why did I go to college? Do you think when I was in Harlem I used to think, "Wow, I'd like to do something with my life"? Like these kids, I just wanted to play basketball and have fun. I went to college because I had a blessing. My parents were divorced, and I didn't grow up in a Brady Bunch-type household. But my father gave me two choices. One was college. The other was death. I'm not a fool: I picked college. The kids today have the same choice: college or death.

## + HARD WORK

The second element of my formula for success is hard work. Hard work is a lost value in this country. Our kids watch Arnold Schwarzenegger on television. Everybody admires him, with his big muscles. Do we ever tell them that Arnold Schwarzenegger worked for 12 years in a gym, 10 hours a day?

All of the people in this room are successful. How did you get that way? The answer is that you all worked hard for your success. But the kids think that people in this room just popped in and became CEOs and executive vice presidents and publishers. They think that Jim Hayes was born a publisher. When you point out Jim Hayes to a street kid, the kid says, "Oh, him? He's white, he made it. He's just a publisher." They don't realize that Jim Hayes worked hard to become a publisher. We don't teach our kids that hard work is essential. That is the key, *hard work*. Anything in life that comes easy is not worth it. Anything worthwhile requires hard work. We need to teach our kids the basics.

Do you know why I became a pilot? I grew up in Harlem, in the projects. Do you think my dad had a little plane in the back of the house? "Come on, son, let's take a little spin." I'm a pilot because after I went to college, I was still asking, "What do I want to be when I grow up?"

And I have something in my head that all of you have. I have a common sense computer in my head. The street kids have it, too – don't underestimate these kids. Like you and me, they use their common sense computer to make judgments. The problem is, they have garbage going in, so garbage comes out. They have common sense, but they have no education.

Here's what I put into my common sense computer when I got out of college. I want to make a lot of money. I don't want to work real hard. You're looking at me like I'm crazy. A lot of money, little work. A lot of money, little work. A light suddenly came on: Sell drugs! But then another light said: Jail! Forget it, I said, they're never going to lock up Drew Brown. The problem with some kids is that their common sense computers work perfectly, but they don't use them.

I went back to my computer. A lot of money, little work. A light flashed on. This time it said airline pilot. Airline pilot? What's an airline pilot? They don't have airline pilots in the projects. I've never seen an airline pilot. But I'd gone to college, so I looked it up. An airline pilot works eight to twelve days a month and makes $175,000 a year. Guess what? I want to be an airline pilot.

Dude tapped me on the shoulder and said, "Drew." "What?" "You don't know how to fly." Oh, yeah. That's right. Back to my computer. Don't know how to fly. Want to learn. Simple, says the computer. Join the military.

First, I went to the Air Force. All those dudes looked like Greyhound bus drivers. I went to the Army and Marines; all of them looked like GI Joe. Finally, I went to the Navy. White uniforms, gold wings, blue flight suits. Anchors aweigh! I joined the Navy.

I studied my butt off. Studied, studied, studied, studied. Worked hard. And all of a sudden, the day came. Me, Mr. Super Bad, Mr. Cool, I had my first day in an airplane. It was a little propeller plane, a T-28. I was in front, the instructor was in back. Well, Mr. Cool got into that airplane, strapped up, then – Hey, what're all these knobs and buttons doing here? Gauges and switches? I don't know if I can do this. Mr. Super Bad.

The instructor started the plane. He taxied to the runway, took off. He said, "Drew, we're flying. Come on, now, grab the stick. You can do it."

I said, "Okay."

"Drew, turn the airplane."

"Okay."

I thought I was Buck Rogers, flying my little airplane on my own. Three months later:

"Yo, you got any more knobs and buttons around here?"

"Yes, we do, Drew. A jet."

"No, that's okay. You keep the jet. I'll keep the putt-putt machine."

"No, Drew. I think you can fly a jet."

**I'm an airline pilot because someone believed in me and now I believe in myself. I am an airline pilot because I never quit. That's what I teach kids.**

Now, a jet has knobs and buttons for days. A jet has so many lights in it, if they all light up at one time, you think you're on *Wheel of Fortune*. The first day in a jet – "No, I don't think I can do it. No, I don't think I can do it." Six months later: "Yo, does this thing go any faster?"

I am now an airline pilot. It was hard work for me to become an airline pilot, but now I am one. I'm an airline pilot because someone believed in me and now I believe in myself. I am an airline pilot because I never quit. That's what I teach kids.

Now let's talk about drugs, the third item in my success formula.

## — DRUGS

I get high. I don't know what the big deal is about getting high. I get high when they shoot me from zero to 140 miles an hour in 2.3 seconds off the front end of an aircraft carrier. Boom, I'm overdosing.

I get high. It's important to get high. But if those kids use drugs to get high, they're going to die. Why do you think they call it dope. Dope? That's what I ask every one of those kids. If you want to get high, become a lawyer, I say. You save somebody from an injustice, they thank you, they hand you a check for $36,000, they toast you.

You wanna get high? Become a doctor. You save somebody's life. They say thank you, you buy a brand new BMW – you are smoked.

You've got to get high, I say, but if you use drugs, you're going to die. If you use drugs, eventually you're going to stop, one way or another. Either you stop now when I tell you to stop or you stop when they send you to jail. Or you'll cry to your mother, your doctor, your rabbi, your priest, your lawyer – please please, help me get off this stuff.

Of course, there's another way to stop, I tell them. Then I ask them to close their eyes.

*"Go ahead, close your eyes and listen. This will be the last time you'll ever hear this sound. This is the exact sound it makes when they close your casket. [Thud.] You can open your eyes. You didn't die. But the next time that sound occurs over your head, you won't hear it. You'll be on the inside and you won't be looking out."*

Kids are scared of death.

Drugs are destroying this country. We have to stop the demand for drugs. Arsenic isn't a big seller in this country, we all know it's a poison. We have to teach our children that drugs are poison.

If we really want to go to war against drugs, then we'd better start using some serious ammunition. If any of you got caught using cocaine, you'd lose your job. But if a $135,000-a-week NFL linebacker gets caught with cocaine, he gets a 10-day suspension. I say that if we want to stop drugs in this country, then anybody who plays professional sports who gets caught for drugs should be banned from the sport for life.

Drug dealers aren't really bad people. They don't want to sell drugs, all they want to do is make money. They don't feel they can be part of corporate America, but they can be successful selling drugs. Little kids see drug dealers making a lot of money. They see them with girlfriends, big cars. They get arrested but are back on the street in an hour. What kind of message are we sending these kids?

Do we really want to stop drugs? Then I say that anybody who gets caught selling narcotics in this country should go to jail for a minimum of five years. And we should make jail hell for those guys. The only time they should be let out of their cells is to exercise – by themselves – or to attend classes. The only other activities, to be performed alone, should be sleeping, eating, and going to the bathroom. If we make jail hell, then when these guys return to society they won't want to go back.

But the real way to stop drugs in this country is through success training. Why don't the people in this room use drugs? It's because you have a family, a career, self-esteem. You like yourselves. A handful of crack doesn't balance out against that. But some of the kids in this country have no self-esteem, no family, no education. They don't believe they're going anywhere. Give them some crack, and it's the best thing they have.

## = SUCCESS & THE AMERICAN DREAM

Everybody in this room is successful because they believe in themselves and their future. Somewhere down the line somebody has loved you. But there are kids growing up in this country without love. If you want to change that, go out and find a kid and give him the one thing money can't buy – love. Show that kid what success is. Show him there's another way of life.

**Every person in this room has the power to instill in a child the belief that he can be somebody. Bring a kid into your high-class office, take him into your home. One day, that kid will come back and show you his degree from Yale and say I made it because of you. That's how we're going to change these kids.**

Let every doctor in this country have an inner city kid under him. These kids don't want to be doctors because they don't know any doctors, don't understand what it means to be a doctor, don't believe that they could be doctors. They're scared. Let's bring that kid into the operating room, let the kid scrub up. Hand that kid a scalpel.

"Here, hold this. This is a scalpel."

"Me?"

"Yes, hold it. Look, this is the knee. Look at the ligaments in there. Give me some gauze."

Do you know what this kid is doing? He's helping perform an operation. And on the way home, the surgeon says, "Wait, we've got to stop at the bank." "For what?" "See this check? $17,000." "What's it for?" "For what we just did." "Wow!"

Now comes the most important part. The kid goes home with the surgeon. He sees him arguing with his wife and says, hey, my family does that, too. He goes in the bathroom, notices it smells in here, too. The kid suddenly makes a great discovery –

the doctor's a regular guy. "Maybe I can be a doctor, too."

Every person in this room has the power to instill in a child the belief that he can be somebody. Bring a kid into your high-class office, take him into your home. One day, that kid will come back and show you his degree from Yale and say I made it because of you. That's how we're going to change these kids.

This is America. It is the greatest country in the world because we are free. Inner city kids are free to become doctors, lawyers, businessmen, engineers, senators, governors or President of the United States. If they don't pursue success or prosperity because they're black, it's not only wrong, it's a sin. People have died so that they may have equal opportunity.

I've put my life on the line for every person in this room. I was in Libya, and I was in Beirut. When I was over there, I had twenty-two 500-pound bombs under my wing and I was scared to death. But I did not risk my life for black Americans, white Americans, Italian, Jewish, German, or any other kind of Americans. I don't come from Africa. I come from America. This is my land.

There is no black or white, there is only ignorance and intelligence. There are only three colors in this country – red, white, and blue. I try to make kids believe in themselves, try to make them patriotic again. They love this land, but they need somebody to look up to. You are looking at the American dream. At one time I was the only black jet attack pilot in the Navy – one man out of 14,000. It wasn't the Navy's fault. It was the kids' fault, because they didn't think they could be Navy jet pilots. And some of them don't think they can be businessmen, or doctors, or lawyers. I travel around this country to let these kids know they can succeed.

Forty-five years ago, my daddy joined the United States Navy. At that time, a black man couldn't do anything in the United States Navy but wash dishes and shine shoes. Well, a man in the Navy called my daddy a nigger, and my daddy threw that man over the side of the ship. They were going to put my daddy in jail forever. But they couldn't, because 45 years ago my daddy was only 15 years old.

The day I got my Navy wings, I asked my daddy to come see them pinned on me. He said no. He was afraid they might look up that old story and refuse his son the wings of gold. But he sent me a telegram. It said, "I'd be proud to shine your shoes."

My daddy was the greatest man I've ever known. My daddy was my motivation. He told me that I would go to college and be something one day. My daddy died a year and a half ago. But before he died, he gave me the greatest gift a person can ever receive. As I sat on his deathbed, he looked me in the eyes and told me he was proud of me. He told me I was a good boy and that he was ready to die because he had a son like me to carry on.

That's what life is all about. My daddy told me something that I'll never forget. My daddy told me that one day I'd have another father. And I hated him for that because I only wanted him. But my daddy was right. Brad Butler, the man who introduced me here today, has become a father to me. And my daddy was right again.

Everybody needs somebody. I've got that somebody. You've got the ability to give a kid that somebody, too.

Drew T. Brown III is the founder and president of The American Dream Foundation. Previously, he served as a jet pilot in the U.S. Navy. Since January 1988, Lt. Brown has brought his inspirational program, emphasizing the value of education, to half a million students, teachers, parents, politicians, and community leaders across America.

# THE AMERICAN DREAM

## DREW T. BROWN, III

"He is able to reach out and touch the very ones who must be educated and informed about this (drugs) issue. His presentation is so well received by each audience that its impact is bound to continue having significant effect in the months and years to come."

- Robert E. Windom, MD, Assistant Secretary for Health

"I have had many reports from teachers indicating that youngsters who had acknowledged that they were on the verge of dropping out of school changed their minds as a result of Drew's presentation."

- John E. Pepper, President, Procter & Gamble Company

"His message was definitely a challenge to every student who heard him speak. Lt. Brown was straightforward, and his sincerity, commitment and sensitivity reached not only the students, but every adult who heard him speak."

- Edward F. Bell, President, Ohio Bell

"Your ability to communicate and your personal message of the difference that a good education, solid training, and a desire to achieve set a striking example. . . .strong note of encouragement to keep up the good work."

- Bob Dole, United States Senate

"The message was important and needed. The delivery was entertaining and the response has been overwhelming. Students have called expressing their appreciation."

- M. Kenneth Doss, Sec. and Gen. Counsel, Fieldcrest Cannon, Inc.

"His presentation, The American Dream, is without a doubt the most dynamic, electrifying presentation I have witnessed in the fight against drugs, dropouts, and illiteracy."

- Sallye Moore, Asst. Superintendent, Grand Prairie School District

The American Dream
P.O. Box 17403
Memphis, Tennessee 38187-0403
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Brian

Jan 30, 198.

Dear Lt. Brown

I am really glad that you Came to Fauquier High School because you helped some of my friends that used drugs. Since the day that you came here they have stopped using drugs. Because what you said what it would do to you. It really helped because my friends that night after they left school went home and they got all of the drugs out of their Cars. They went to the dumpster and threw all of the drugs. Then they said that they were never going to touch the stuff agian because they didn't want to kill themselves. My Cousin saw your show on tv. He stopped Using it. You really help change their lives. I really thank you for that terrific speech you gave because my friend Act differen I would really like to have an Autograph picture of you to hang on my wall

Sincerly yours
Brian

# The American Dream

## I. Credo

Education + Hard Work - Drugs = Success and The American Dream

## II. Mission

To motivate primary and secondary school students to -

- understand that an education in today's society is mandatory, not optional.
- further and complete their education and be the best they can.
- avail themselves of this country's abundant educational and career opportunities,
- reach their full potential as good citizens and productive employees, and,
- reverse the trend away from substance abuse, toward educational attainment.

## III. Issues

- Too many of our children are surrounded by failure and an absence of positive role models.
- More and more, a post secondary education is necessary for the job demands of American industry.
- This country's competitiveness is being eroded in part by the fact that too many people entering the workforce for the first time are ill prepared. Inner city high school drop out rates are at 60% and a high proportion of our adolescents and young adults cannot read or function in math beyond the 5th grade level.
- The development and productivity of our children and young adults are being stunted by drugs. This problem contributes considerably to ignorance, complacency, and illiteracy, thus reducing the number of productive workers entering our

workforce and reducing the quality of the workforce upon which employers are becoming more reliant. These children represent our future, yet many are ill-prepared for it.

## IV. Strategy

- To present Lt. Drew Brown's motivational message to as many students as possible between now and the year 2000, when those presently in the first grade graduate high school.
- To influence the redirection of private industry, government and non-profit sector resources in order to address this epidemic of illiteracy and drugs.
- To motivate children to avail themselves of the vast educational opportunities and crisis community services around the country.
- To serve as a clearinghouse for individuals who want to help.

## V. Goal

**Establish a foundation** whose purpose will be to motivate its clients to further their education, reverse the drug abuse trend among primary and secondary school students, while promoting family values, morality, and a strong work ethic, as they become proud and productive citizens of the United States of America.

The **Chairman**. Thank you, Lieutenant Brown.

Needless to say, your presentation is very refreshing. We are deeply appreciative to you, and certainly to Warren Owen Butler for bringing you.

We wondered a little bit what your testimony would be about. You removed any doubt.

To both of you, we certainly benefited. We benefited from the morning.

This has been worth the symposium itself.

Mr. Goodling?

Mr. **Goodling**. Just to say that I wish we could force all the million-dollar athletes and entertainers to sit down for an hour and have to listen to you.

They have an awful lot of keys out there that could unlock a lot of doors that need to be unlocked.

Unfortunately, not enough do. Those that do don't get the publicity that those who don't.

I don't know if we can mandate that in Congress or not, but it would certainly be a good mandate.

Thank you, Mr. Chairman.

The **Chairman**. Thank you.

Mr. **Butler**. Thank you, Mr. Chairman. Anytime you need me to come back and talk to everybody, I will.

The **Chairman**. I need you in Los Angeles, Lieutenant. Both of you, for that matter.

Lieutenant **Brown**. We are available.

Mr. **Butler**. We are a father and son team.

The **Chairman**. You will be hearing from us.

Lieutenant **Brown**. Thank you.

The **Chairman**. Thank you.

The next panelist is Dr. Shirley M. Malcom, Head, Directorate for Education and Human Resources Programs, the American Association for the for the Advancement of Science.

Dr. Malcom, I think I owe you an apology. I looked down on my sheet here and saw Owen an old friend.

Obviously, I recognized his name, and I skipped one. My wife says I need new glasses.

I think she is right.

But, we are delighted to have you and welcome to the symposium. We look forward to you testimony.

## STATEMENT OF SHIRLEY MALCOM, AMERICAN ASSOCIATION FOR THE ADVANCEMENT OF SCIENCE

Ms. **Malcom**. Thank you, Mr. Chairman.

No need to apologize for skipping. I had an opportunity to hear something that was really inspiring that I think that more of our young people really do need to hear what really is bad out there.

Mr. Chairman, Mr. Goodling, I want to thank you for the opportunity to be present at this symposium. I am head of the Directorate For Education and Human Resources programs of the American Association for the Advancement of Science.

In that role I am responsible for and charged with dealing with all the education and human resources efforts within the association, including programs to increase access by women, minorities, and people with physical disabilities, programs to increase the public understanding of science and technology as well as to improve the status of the science, mathematics, and technology education within the school.

I am here as an educator, as a scientist, but I am also here as a parent of 9- and 11-year old daughters who are in the public schools.

When the education summit was held, I was asked by the National Governor's Association to prepare a couple of pages of testimony. At the top of these pages I put a little quote from "Alice in Wonderland" as a way of underscoring what I considered to be the most important issues that faced the governors and the President at that summit. That was the need to set national goals.

The little passage that I included was from "Alice in Wonderland." It was Alice's encounter with the Cheshire Cat. Alice goes and meets the Cheshire Cat and says, "Which road should I take?"

To which the Cheshire Cat answered, "It all depends on where you want to go." Alice said, "I don't remember where I want to go."

To which the cat answered, "If you don't know where you want to go, any road will get you there."

I think that is where we are right now. We have said that we want national goals.

Dr. Lapointe has offered the possibility of the NAEP being used to set numerical goals. But I think at some point we have to face the issue of what are reasonable content goals.

As a parent, I guess I look at my own children and say in my own mind, what kind of adults I do want you to be?

What do I want you to know? What do I think you will need to know? What do I think that you will have to be? What kinds of skills do I think you will have to have?

On Friday I had a chance to meet with the board of the National Coalition of Title I, Chapter 1 parents. We sat and we talked about some of these issues, about goal setting and the need for parents to be involved in goal setting activities. We talked for a while about what would be appropriate candidate goals.

There were things that were very straightforward. To write so that someone else can read it and understand the issues that we are trying to put forward or the arguments that we are trying to make.

To reading something that someone else has written and understand what they mean as well as the implications of this. To understand the place of science and technology in their lives, becoming as we are a society and an economy that is more and more based in science and technology. To be able to apply scientific principles to other parts of their lives.

To be critical consumers and voters, not just to take everything that is said at face value, but to be able to look deeply at the meaning and the implications. To have comfort with technology, to be empowered people, people who believe that they can learn anything and who are willing to put forth the effort and to invest the time in bringing that about.

People who can learn for a lifetime because whatever job they take, they will be asked to do something different five years after they have it, or even five months, in all likelihood, than when they first started.

We really have to focus on four particular issues. Goal setting, not only numerical goals, but also content goals. Science and mathematics, which I think deserves special attention because of the roles and the importance of those particular subjects within our lives and the terribly embarrassing and poor performance of our students in those areas.

The third issue that we must focus on is the need to bring everybody along. I am not satisfied with the goal of 12 percent or 51 percent. Everyone must come along.

The fourth issue which emerged from the summit, which we must look at critically and carefully is the issue of restructuring, the need for system-wide change.

Intuitively we know that restructuring and system-wide change are needed. If we wanted any confirmation of this idea, we need only look deeply at the response and the reaction to the first wave of education reform.

The issue of a Nation at risk and the responses of the states in raising standards were clearly needed at that time.

Standards were too low. Children could leave our high schools with one year of a laboratory science, two years of mathematics or even less.

We asked little of our children, and that is exactly what they gave us. We did not provide what we as adults knew that they needed. The guidance.

They did not in high school have any idea about what kinds of things they were going to need to be productive citizens. But as adults, as educators we had some idea, but too often we let them slip out without getting what they needed.

We did not provide them with the opportunity to learn. According to the report, the progress of reform and appraisal of state education initiatives issued by the Center for Policy Research and Education, at least 45 states have modified their high school graduation requirements since 1980 primarily by increasing the number of credits and academic courses required for high school graduation, and most of this expansion took place in the areas of science and mathematics.

We changed the expectations for the outputs of the system, but we made very few changes of the inputs. We said, "We want you to have more science and math," but we did not provide the qualified teachers who could teach kids more subjects in science and math.

We said we want you to have a laboratory course, but we did not provide the laboratory for those students. In many of our school districts, we provide much more money for expendables, for materials in art than we do for those in science.

Now, I like art, but I also know that we cannot teach science properly without basic equipment and materials, and we don't even make that kind of investment.

School systems were directed to provide so many years of exposure to content, but there is very little rethinking about content, what was important for students to know and to be able to do.

There was very little increase to the budget to accommodate these new students. We engaged in self-deception. We made ourselves think that just because we had increased the numbers of years that we said the students had to be exposed to these content areas that somehow they were getting something more.

We need high goals and high expectations for all students.

We need these goals to address national needs. But what goals? Who decides? How will the stakeholders be involved?

What do our children need to know and be able to do? How will we measure the competing goals from different sectors and integrate across subjects? That is where language arts, science, mathematics and social sciences come together around some problem as they do in the real world.

Yes, Dr. Lapointe, we are going to have to do more than two things at a time. We are going to have to do five, six, and seven things at a time because that is the way the problems present themselves in the real world and that is what we must prepare our children to face. The real world. And who will pay?

In science and mathematics we have recently engaged in goal-setting activities. The National Council of Teachers of Mathematics and the Mathematical Sciences Education Board has done this in the mathematics and science.

AAAS project 2116 provided candidate goals in science. The title of that project report, Science for All Americans, reflects the belief inherent in our programs that all students must be enabled to achieve at high levels in science and mathematics.

These goals are being translated now into frameworks, and these frameworks will be translated into curriculum models. We will be engaged in this activity probably over the coming decade The models are being developed in the only place where they logically can be developed:

In our school districts. In six school districts that sample and reflect the variety and diversity of those thousands of other districts which must choose the direction for their reform: San Francisco and San Diego, California; San Antonio, Texas; Philadelphia, Pennsylvania; four rural counties near Athens, Georgia; and McFarland, Wisconsin, a suburb of Madison—a sampling of the rich, multi-cultural, multi-racial districts as well as rural and suburban districts. Teams of teachers and principals work with consultants from higher education and with the support of administrators, school boards and state officials.

We just ensure the stakes in the team's role in reform are understood and supported by local policy makers, and opinion makers and parents who must sustain the support over the long term that will be required.

Restructuring a system is hard work. It requires total stakeholders' investment in the process, and it takes a long time. The problems that we face are not going to go away with any kind of magic bullets nor are they going to go away by wishing them away.

Our problem has been in the past that our reform efforts are too timid. We want to fix a little bit over here and fix a little bit over there, but leave things into place that people can recognize so that they don't get too exercised by having things different that are presented.

I am here to say that reform is going to have to be bold and reform is going to have to be comprehensive. I concur with Mr. Bulter that all of the pieces of the system are going to have to be fixed at one time in order to really make it work.

I am not so reassured to let the professionals get us to where we need to be, especially not in science and mathematics because the data tell us that the professional's feel unprepared to get us there in science and mathematics.

When I was in college, teaching was the major of choice for my friends who wanted to avoid mathematics. The science courses that they were required to take were not designed for their needs.

They were fragmented, they were too content dense, they did not provide the big story that we have to ask that our teachers try to provide to our children.

They did not—the teachers, teachers did not leave understanding, scientific principles or how to apply them. We are going to have to engage in a massive job of retraining. But I think that, first of all, we are going to have to believe that those teachers can in fact, once trained, do the job.

I believe that, but they have to have the opportunity for that retraining. The scientific community is going to have to be engaged more in helping to bring about this retraining and this reform.

We have a huge stake in this. We heard numbers of 176,000 students out of 3 million that you start with who have a content base sufficient to go into science or mathematics or engineering.

We can't make it into the next century starting from that small a base of students who are prepared. We have got to increase the flow of academically prepared students so we can have those who can be our scientists, our mathematicians and our engineers in the next century. And we need for them to be drawn from the talent pool broadly that is out there.

Students who look like me, students who are minorities, students who are female, students who may have a physical disability but no less ability. We are going to create teachers leaders, inspire principal support, engage parents and communities.

We have been undertaking a project for the past five years called "Linkage" which has sought to bring community-based organizations into the picture, especially those community-based organizations that serve minority communities, where we have put them together in partnership with museums and higher education and scientists and engineers in their community to try to come up with local solutions, grassroots solutions to complete what we know the students ought to be getting in school.

But that is not enough because we are going to have to fix the system. We are going to have to go after the difficult task of repairing the educational system which serves our children.

Several of my colleagues from Europe visited some of these out of school, after school kinds of programs that have been created over the last several decades to increase the exposure of minority students and women students to science and mathematics.

Their response to the programs were interesting. They praised the goals and the activities and the structure, but they noted that they seemed to be aimed more at fixing the students to minimize the effects of the formal educational system on them rather than fixing the system.

It is time to face up to the fact that we must bring about a different kind of configuration within out schools where education works for all of our young people.

We have to face up to the fact that it is going to be a complex job to do this. Education is a complex job. All of the parts have to be aligned so as to reach the goals that we decided are important for us personally, for our communities and for this country. Restructuring is meaningless without goals.

It is a process. It is not an end point. It is a way of getting there, but getting where?

Yes, better use can be made of existing money, but we also need venture capital that can help us to jump start a system-wide reform. All of the stakeholders have to be involved, and we need to start at the most difficult problem that we face.

The schools in our innercities, the schools that are supposed to be educating our black, brown, red, yellow, poor, disadvantaged children. Changing our vision of the future into reality will not be easy, but I don't think that we can live with the consequences of not trying.

We already know a lot about how we can fix the individual parts of the system. Now we have to find the will and the resources to apply what we already know.

Thank you.

[The prepared statement of Shirley Malcom follows:]

# TESTIMONY BY

DR. SHIRLEY M. MALCOM
HEAD, DIRECTORATE FOR EDUCATION AND HUMAN RESOURCES PROGRAMS
AMERICAN ASSOCIATION FOR THE ADVANCEMENT OF SCIENCE

SUBMITTED TO
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
13 NOVEMBER 1989

## Biographical Sketch
## for
## Shirley M. Malcom

Shirley Malcom is currently Head of the Directorate for Education and Human Resources Programs of the American Association for the Advancement of Science (AAAS), a new position to which she was named in July 1989. The Directorate includes all AAAS programs in education, activities for underrepresented groups and public understanding of science and technology. Dr. Malcom was previously head of the Office of Opportunities in Science, a position she held for almost 10 years. The Office is concerned with increasing the participation of minorities, women, and disabled persons in science and engineering careers and with the impact of science and technology on these groups. Between 1977 and 1979, Dr. Malcom served as Program Officer in the Science Education Directorate of the National Science Foundation (NSF). Prior to this, she held the rank of Assistant Professor of Biology, University of North Carolina, Wilmington.

Dr. Malcom received her doctorate in ecology from the Pennsylvania State University; master's degree in zoology from the University of California, Los Angeles,; and bachelor's degree with distinction in zoology from the University of Washington.

Dr. Malcom is a member of the Advisory Council of the Carnegie Forum on Education and the Economy and served on the Carnegie Forum's Task Force on Teaching as a Profession. She serves on the Education Advisory Council of the Carnegie Corporation of New York and as a member of the board of the National Center on Education and the Economy. From 1984-1986 she was Chair of the National Science Foundation Committee on Equal Opportunities in Science and Technology. In 1987 she was appointed to the Federal Wide Task Force on Women, Minorities and the Handicapped in Science and Technology. Dr. Malcom has served on numerous boards, including the education advisory committee of the National Urban League. She has been nationally recognized for her efforts, and those of the Office, to improve the education of minority young people by involving community organizations and parents in education reform. In 1987, Dr. Malcom was recognized as one of five honored by the National Council of Negro Women (NCNW)/Frito-Lay "Salute to Black Women Who Make it Happen".

July 1989

Thank you for the opportunity to present at this symposium sponsored by the House Committee on Education and Labor. I am Shirley M. Malcom, Head of the Directorate for Education and Human Resources Programs at the American Association for the Advancement of Science. I come to this symposium feeling hopeful about our chances for real educational reform.

I am hopeful because I believe that we have reached a point where we can agree on the nature of the problems in education and on the consequences of inaction to our nation.

The President and Governors have reached an historic milestone, emerging from the education summit with a consensus on the need to look at national goals.

From my own parochial perch, the needs in science and mathematics education have emerged as deserving of special attention in view of our totally inadequate performance in these areas. At a time when our knowledge-based economy and the needs of personal and citizen decision-making require high levels of scientific and technological literacy, our students are performing at embarrassingly low levels when compared either with the performance of students in other countries or with any reasonable expectation of what students will need to know and be able to do to live and work the 21st century (Figures 1 and 2).

Another emerging consensus is the fact that as inadequate as our system is on average, it fails some students even worse than others, thus cutting off any chance they might have to be fully productive, economically independent, empowered citizens. The children of our inner cities, the poor, disadvantaged and disabled students, and those in rural areas are often denied an opportunity even to mediocre education.

And lastly, a theme seems to be resounding that marginal change and tinkering around the edges will not give us the world-class education system that we need and that our children deserve. The watchword of the hour is restructuring. Let's turn our attention to fixing the system.

Intuitively we know that restructuring and system-wide change are needed. If we wanted any confirmation of this idea we need only look deeply at the responses and reactions to the first wave of educational reform.

The issuance of A Nation at Risk and the responses of the states in raising standards were clearly needed at the time. Standards were too low. We asked little of our children, and they gave us what we asked.

According to the report, The Progress of Reform: An Appraisal of State Education initiatives issued by the Center for Policy Research in Education, "At least 45 states have modified high school graduation requirements since 1980 primarily by increasing the number of credits and academic courses required for high school graduation." The expansion of graduation requirements took place largely in the areas of math and science. In all, 35 states increased math requirements, 30 states increased science requirements, and 25 states increased social studies requirements.

We changed the expectations for the outputs of the system, but we made few changes of inputs. For example, the increased requirements for mathematics and science simply "exacerbated the already difficult search for mathematics and science teachers," especially in urban areas. Further "because students who had never taken a laboratory science course before were now required to do so, some districts experienced a shortage of laboratory facilities. The problem was especially acute in districts where climbing enrollments were already causing a shortage of facilities."

School systems were directed to provide so many years of exposure to content; but for the most part there was no rethinking about what was important for students to know and added little to the budget to accommodate the additional costs of instruction to more students. That is, at policy levels we engaged in self-deception, that somehow everything was better. In the classrooms everyone knew that little had changed, especially for those poor, Black, Hispanic and American Indian students in our inner cities and in many of our rural areas who were in need of the kind of life intervention that could only be achieved through real educational reform.

We need high goals and higher expectations for all students. We need these goals to address national needs. But what goals; who decides; and how will the stakeholders be involved? What do our children need to know and be able to do? How will we mesh the competing goals from different sectors and integrate across subjects that is, where language arts, science, mathematics and social sciences come together around some problem, as they do in the real world. And who will pay?

In science and mathematics we have recently engaged in goal setting activities. The National Council of Teachers of Mathematics and Mathematical Sciences Education Board have articulated goals and developed standards in mathematics. AAAS Project 2061 has provided candidate goals in science. Science for All Americans, the report of Phase I of the project, reflects by its very title the belief inherent in AAAS programs that all students must be enabled to achieve at high levels in science.

Translating the goals into frameworks and these into curricula models are activities which will engage AAAS over the coming years. These models are being developed in the only place they can logically be: in six school districts that sample and reflect the variety and diversity of those thousands of other districts which ultimately must choose the direction for their reform -- San Francisco and San Diego, CA; San Antonio, TX; Philadelphia, PA; four rural counties near Athens, GA; and McFarland, WI, a suburb of Madison. Teams of teachers and principals work with consultants from higher education and with the blessing and support of administrators, school boards and state officials. We must ensure that the stakes and the teams' roles in reform are understood and supported by local policymakers, opinionmakers, business leaders, community organizations and parents who must sustain the support over the long-term that will be required. Restructuring a system is hard work and requires total stakeholder investment in the process for it to take long period of time.

## MAKING EDUCATION WORK FOR ALL STUDENTS

During the fifteen years that I have been working in efforts to increase the participation of women, minorities and people with disabilities in science, engineering and other math-based fields, I have seen changes both good and bad.

There is good news:

- We have been successful in increasing young women's coursetaking in mathematics and science in high school.
- We have seen gains in the achievement of minority students on the National Assessment of Education Progress in math and science.
- We have seen similar gains in minority student performance on the verbal and quantitative sections of the Scholastic Aptitude Test.
- We have seen the emergence of a more enlightened viewpoint about the need to educate people with disabilities. We have seen the emergence of technologies which make this more achievable.
- We saw more women enter in post-secondary education and more women graduating in engineering and other technical fields.
- We saw gains in the number of American Indian, Black and Hispanic students choosing careers in engineering.
- We saw leaders in this country embrace the notion of the

need to enlarge the talent pool for science and engineering - not only because it is right and just but also because it is a national economic and political imperative.

There is also bad news:

- Young women's coursetaking in elective mathematics and science at the highest levels still lag behind that of young men, which is already too low (Figure 3 and Table 1).
- In spite of gains on the NAEP and SAT, Black and Hispanic students' performance on mathematics and science tests is far below national averages, which we have already acknowledged as below performance levels needed for a knowledge-based economy (Figures 4 and 5).
- There are still all too many instances where students with disabilities are denied access to science labs, or where attitudes of adults around them limit the levels to which they are even allowed to aspire.
- Although the number of women entering and graduating in engineering increased during the early 1980's, there has been a downturn in participation over the past several years. Researchers tell us that even the gains we saw were deceptive; they were a product of the increased number of young women in college rather than a shift in interest to these fields.
- We are unlikely to be able to continue the kind of growth we have seen in minority participation in engineering,

since we are approaching the limits of academically prepared students we can pull to these fields. We must increase the flow of able minority students from elementary, middle and high school and improve the retention in college of those we are able to attract.

- While the leaders in this country have espoused an interest and talked about the need to broaden the talent pool, there is as yet a failure to commit to the kind of sytem-wide reform which will be needed.

Members of the affected groups are rarely at the table in proportion to their numerical representation in the population. Our communities and parents are not being brought into the discussion of solutions. Business, government and schools cannot be expected to carry this alone, especially when there is such an unwillingness to talk honestly either about the size of the investment needed to reform or the cost to the Nation of not reforming.

## FIXING THE SYSTEM RATHER THAN THE CHILDREN

Several of my colleagues from Europe visited some of the out-of-school intervention programs which have been created over the last several decades to increase exposure to science and mathematics for women and minorities. Their response to the programs was interesting. While praising the goals, activities and structure of these efforts they noted that these seemed to be aimed at "fixing the students" so as to minimize the effects on them of the formal educational system. "Why don't you realize," they asked, "that it is the system, not the children that needs to be fixed."

Their words still resonate in my head. It is the system, rather than the children, that needs to be fixed. At the time they first said this, although I accepted their assessment, I did not believe that this was as yet a politically viable option.

The second wave of reform brings us to the point where it is alright to talk about restructuring.

As a matter of fact, it is more than alright. It is imperative.

## ENVISIONING A DIFFERENT FUTURE

I want to share a glimpse of my vision of a restructured system. It is the Tuesday after Labor Day 199X. The kindergarten class of School No. 6 enters the school building eager to learn. They are a multiracial, multicultural group of five year olds who are beginning a wonderful journey.

They are ready to learn. They have all had some kind of early education experience either in a child-centered early education program or in a home setting where they have been taught by a parent or primary care giver. Programs to train such adults are widely available and materials are given to the care giver where they cannot be afforded.

Since these children have had regular health intercession, no undiagnosed impairment limits their ability to learn. When an impairment has been found in early diagnosis, treatment, intervention and assistive technology have been provided.

School No. 6 is like every other school in that a quality education is available throughout the grades. School No. 6 is like no other school since the professional staff has worked together with parents and community to configure a program that builds on the strengths of the neighborhood, as well as the larger area.

Technology is readily available at school and incorporated into instruction. Technology is readily available in the neighborhood, in libraries and community computer learning centers which serve the working class families who reside here.

Parents and community resource people are in and out of the school all the time -- whenever they get a chance -- for the school has become the center of a community which has decided to make education the centerpiece of its economic development strategy, with a deep understanding that not one of their children can be wasted.

There is a rich array of activities available to children after school, on weekends and between sessions. There has been a realization that school is only one place where children can and must learn. Standards are being put into place that are rigorous; students receive an education that is demanding. All are required to take mathematics and science every year as well as to achieve fluency in English and at least one other language. Students do not find it onerous. They work hard but they have fun, knowing that each day spent in learning brings them to a deeper understanding of themselves and the world around them.

They take many field trips, undertake many projects and work together often in groups, as do their teachers. The children help each other understand and recognize that in the 21st century, in which they must live and work, working cooperatively and solving problems together will be as important as content knowledge. Teachers, principals and parents all work together to support children's learning. They are willing to be held accountable for producing empowered lifelong learners.

How did this happen? An education Congress, an education President, education Governors, and education state legislatures stopped looking for simple answers -- magic bullets, if you will -- to systems problems. They faced up to the complexity, and set out together to configure solutions which did not postpone reform or worsen existing situations.

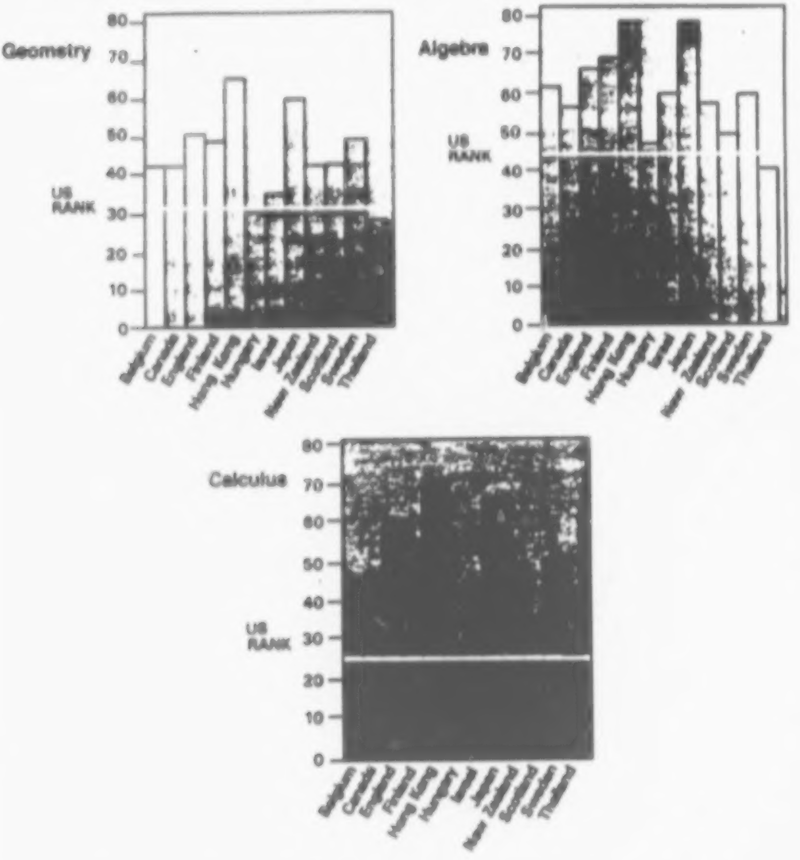
They recognized that restructuring was meaningless without goals. They recognized that better use could be made of existing money, but did not back away from the notion of venture capital needed to jumpstart the system-wide reform.

They involved all the other stakeholders, turning first to the most difficult problems presented by the schools in our inner cities.

Changing this vision to reality will not be easy. But we cannot live with the consequences of not trying. We know a great deal about how to fix the system. Now we must find the will and the resources to apply what we know.

# Figure 1

*Twelfth Grade Scores on International Math Achievement Tests*

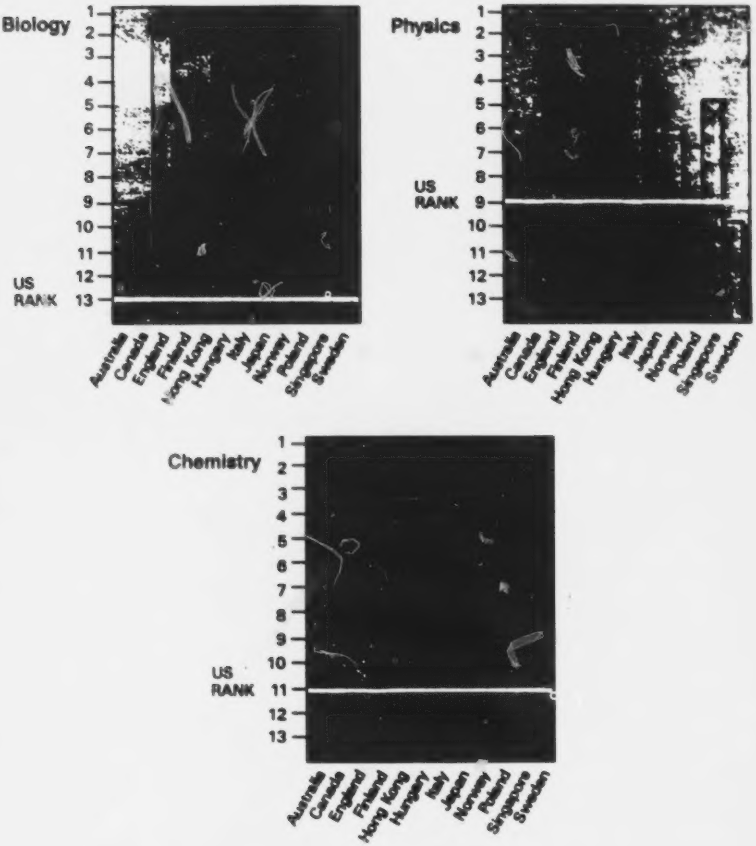


*Compared with students from other countries, U.S. students score in the lower end of the scale on mathematics achievement tests.*

*Source: International Association for Evaluation of Educational Achievement.*

# Figure 2

*Twelfth Grade Scores on International Science Achievement Tests*

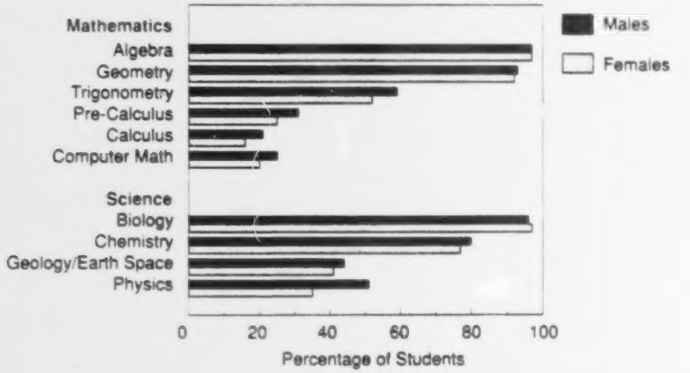


*Among the 13 countries participating in these science achievement tests, U.S. students scored 13th in biology, 11th in chemistry, and 9th in physics.*

*Source: International Association for Evaluation of Educational Achievement.*

# Figure 3

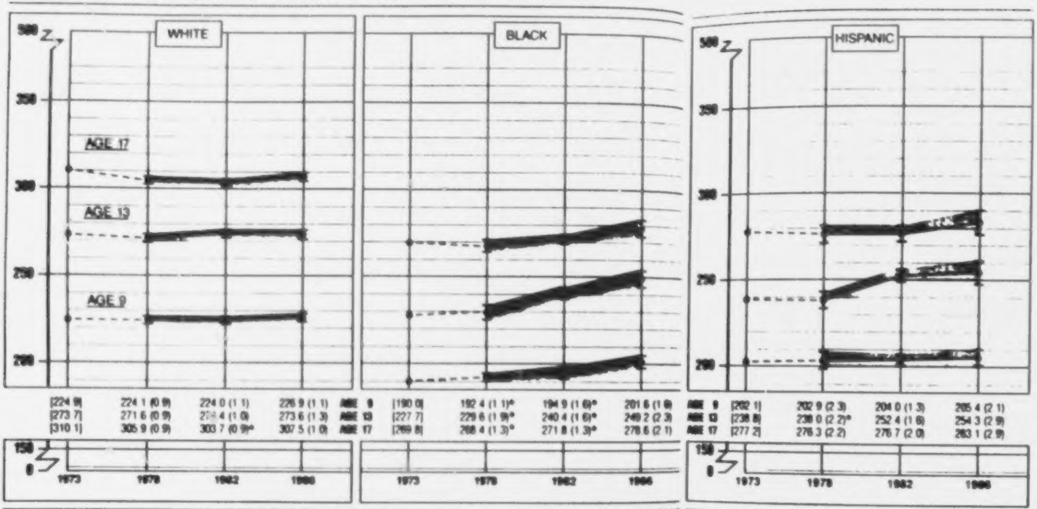
Percentage of College-Bound Seniors* Taking Math and Science Courses in 1988, by Sex



*Seniors Who Took the SAT

# Figure 4

**Trends in Average Mathematics Proficiency for 9-, 13-, and 17-Year-Olds by Race/Ethnicity: 1973-1986**



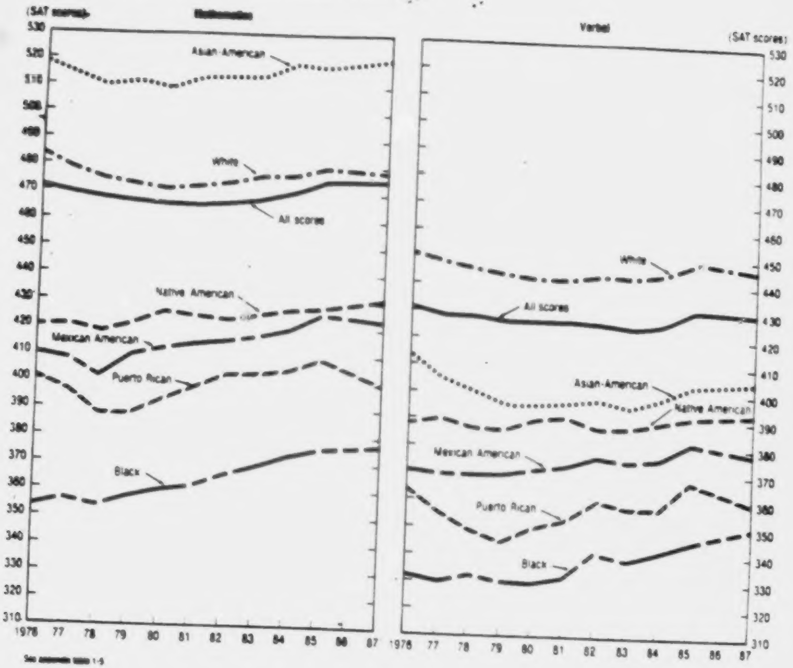
[– – –] Extrapolated from previous NAEP analyses
- Statistically significant difference from 1986 at the .05 level
Jackknifed standard errors are presented in parentheses

THE NATION'S REPORT CARD

95% CONFIDENCE INTERVAL

# Figure 5

Average SAT scores for college-bound seniors, by ethnic group



See appendix table 1-5

Science & Engineering Indicators — 1987

# Table 1

| | Pre-algebra | | | Algebra I | | | Geometry | | | Algebra II | | | Pre-calculus or Calculus | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1978 | 1982 | 1986 | 1978 | 1982 | 1986 | 1978 | 1982 | 1986 | 1978 | 1982 | 1986 | 1978 | 1982 | 1986 |
| **Nation** | 22 | 24 | 19 | 17 | 16 | 18 | 16 | 14 | 17 | 37 | 39 | 40 | 6 | 5 | 7 |
| Male | 23 | 25 | 19 | 15 | 16 | 17 | 15 | 13 | 15 | 38 | 39 | 39 | 7 | 6 | 8 |
| Female | 21 | 24 | 19 | 18 | 17 | 18 | 18 | 15 | 18 | 37 | 39 | 40 | 4 | 5 | 5 |
| White | 20 | 22 | 17 | 17 | 15 | 17 | 17 | 15 | 17 | 39 | 41 | 42 | 6 | 5 | 7 |
| Black | 34 | 34 | 31 | 19 | 20 | 18 | 11 | 10 | 16 | 28 | 29 | 31 | 4 | 4 | 3 |
| Hispanic | 38 | 37 | 25 | 19 | 21 | 24 | 12 | 12 | 16 | 23 | 24 | 28 | 3 | 3 | 6 |

The **Chairman**. Thank you, Dr. Malcom.

We certainly appreciate your appearance before the committee. I think you have given us a lot to think about. I take it you, too, happen to be a little impatient?

Ms. **Malcom**. Yes, I am, but I am also hopeful.

The **Chairman**. Thank you.

Mr. Goodling?

Mr. **Goodling**. I think Dr. Malcom supported what I was saying. Perhaps you said it a little differently.

Professionals do not feel prepared to teach the science and the math.

I particularly think that we have asked elementary teachers to do more than we give them an opportunity to prepare for.

Ms. **Malcom**. That is right. But I think it is time now that we go back in and provide them that opportunity to learn that they may not have had on the front end. I don't want to see us make the mistake of saying, "Well, let's bring in specialists," and then as soon as the money for specialists drys up, we are right back where we started.

I think that it is a cop-out if, in fact, we say we are not going to attempt to train these people. These teachers here who are already in the system, they deserve that second chance to learn this subject.

Mr. **Goodling**. Thank you.

The **Chairman**. Thank you, Dr. Malcom.

The committee will take a recess until 1:00 this afternoon.

We will look forward to the continuation of this symposium at that time. 1:00 p.m., this afternoon.

The committee is in recess.

[Recess.]

The **Chairman**. We are not sure the notice went out at 1:30 or 1:00 p.m. However, we did indicate 1:00 o'clock. That is the time we set with you. I think we could proceed so as not to keep you waiting because it is going to go in the report anyway. It is the report that will be disseminated. The few other people who will be here at 1:30 will not be the ones to whom we are directing the symposium. You have at least the two most important people on the committee, the Chairman and the ranking Republican on the committee.

We are deeply appreciative of your appearance this afternoon, accepting our invitation. We had an excellent group of witnesses this morning. I am confident that you and the other witnesses this afternoon will be equally impressive. So suppose we get underway. As we indicated, it is not our desire nor will there be an attempt to question you as a witness. The idea is to have the different witnesses present their views untouched by the Members of the committee and then to use the different presentations perhaps as some direction for the committee to follow in the future.

That is really what it is all about, to try to understand better just where we are and where we are headed in the future.

Without any further remarks, and certainly without attempting to pre-judge what you may say, we are glad to have you and all the rhetoric we could use in that connection will be in the report as an introduction to each of the witnesses. I am sure that you will occupy a very pleasant and memorable description at that time, so

I will forego any further introduction that I would give at this time.

You may proceed. Your statement in its entirety will be the one that will be printed. Whatever you say today or what highlights or remarks you may have will be somewhat incidental to the statement.

## STATEMENT OF DR. LINDA DARLING-HAMMMOND, PROFESSOR, TEACHER'S COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, NEW YORK

Ms. DARLING-HAMMOND. Thank you very much.

I want to focus my remarks on the issue of teacher supply and quality in American schools. There is substantial effort to reform American elementary and secondary schools that has been launched at state and local levels with as yet only a modest Federal role since the issuance of the "Nation at Risk" report.

My studies over the course of this last 10 years suggest to me that one of the key aspects of whether or not we will succeed in implementing any of the reforms launched depends on whether we have enough teachers in classrooms who know what they are doing, who are able to meet the needs of the children to sustain those kinds of reforms.

One of the things we are seeing is that the feeling years ago in 1983 that we had a brief window of opportunities to change American schools, maybe two or three years, has given way to a feeling that regardless of how long it takes, we must reform American schools.

There are a variety of reasons for this press that is continuing. One is obviously a rapidly changing industrial base, the fact that we are moving from a manufacturing economy to a knowledge based economy. That means far more children must be educated for that kind of work and that we can't allow any failures in the educational system.

Major demographic shifts in our society, a substantial growth in the over 65 population which will need to be supported by a shrinking number of young people in the workforce. Sometime ago there were 10 workers for every one person on Social Security and in the coming decade there will be only three workers for every person on Social Security.

Obviously, if one out of every three of them is not a productive member of the work force, we cannot sustain our social bargain. More of these young workers are and will increasingly be the children of immigrants, poor families, minorities. The educational system has continued to underperform for these students, who, by the end of the 1990's, will comprise 40 percent of the school population and over one-third of the entering work force.

We have also seen very disappointing outcomes for the educational system generally. We continually read now about the United States scoring near the very bottom of all industrialized countries on international assessments of student knowledge of math and science.

Even when we did not like the results of some of those assessments and the United States authorized use of its own tests, the

National Assessment of Educational Progress, with other countries and thought we had come out a little higher, we still came out at the bottom on those assessments.

The same kinds of tests showed declines in students' problem solving skills and critical thinking abilities and drop-out rates which continue to hover at 25 percent for all U.S. students, far above those in other industrialized countries, reached 50 percent for minority youth in central cities for whom unemployment rates remain almost that high as well. Meanwhile, we know that the life chances of students in schools that have failed grow increasingly dim. A high school drop out in 1986 had only one chance in three of being employed. That is half the odds of 20 years earlier.

If he was employed, he earned about half of what a high school drop out would have earned in 1973. We are at a point where we realize that individuals who don't succeed in school have a very poor chance of living success. But societies that don't succeed in education have a very poor chance of surviving in the international economy and political system.

More than half of the adult prison population is functionally illiterate. Nearly 40 percent of adjudicated juvenile delinquents have treatable learning disabilities that were not diagnosed in the schools. In brief, there is a sense the United States cannot maintain its standard of living or perhaps its democratic foundations unless all students are better educated.

Self interest alone requires that students who have traditionally been allowed to fail be made to succeed and become productive workers. More must be not just minimally schooled but highly proficient and inventive.

I would agree that based on the research we have funded and we have been successful over the last 15 years, that requires highly proficient teachers. Efforts to teacher-proof the curriculum as a solution to the problems of children have failed because they have also tried to student-proof the curriculum. As the needs of our society become more acute and the needs of students become more pressing, the only solution is to be sure we have an adequate supply of well qualified teachers. But at the same time that these things have been happening, mounting teacher shortages threaten our efforts to improve the schools in other ways.

The problem is especially acute in math and science education, even as we head into an era where technological know-how will be the cornerstone of our economic growth, the number of American students receiving advanced degrees in mathematics and science is actually declining. In most scientific and technical areas except engineering, the number of college and advanced degrees granted declined between 1975 and 1985, an average of 25 percent, while jobs in those fields increased by over 200 percent.

In engineering the number of degrees increased only because over 30 percent were awarded to foreign students who also received a growing share of all other scientific degrees. In other words, we are meeting our national needs by enlisting foreign students into those technological careers, not by preparing our own students to do well.

That kind of shortage of scientific person power extends to our elementary and secondary teaching force as well. Beginning salaries in industry are 50 percent higher than teachers' salaries. So we have had a shortage of math and science teachers for many years even before some other shortages started to appear.

In fact, some researchers argue that we have had chronic shortages of math and science teachers for most of the past 40 years and that our poor performance in those areas is attributable to the fact that for many years many students have been underprepared in math and science. The production of math and science teachers has declined further so that by 1985 at most 3000 or 4000 fully trained entrants came into these fields to fill the roughly 20,000 vacancies produced by attrition and increased student enrollments.

The gap is made up by assigning other teachers to teach out of field, by canceling courses and increasing class sizes. In addition to the other factors driving teacher shortages, low wages and improved career opportunities for women and minorities in other fields and the low status of teaching, the shortage of scientific person power including teachers, is due to the poor quality of mathematics and science teaching in American schools, which prepares relatively few to be interested in or capable of continuing with higher level studies. American high school students score more poorly than their counterparts in other countries on assessments of mathematics and science knowledge. In eighth grade, U.S. students are about the median among the group of 20 countries tested in mathematics; by 12th grade they have dropped to near the bottom on most topic areas assessed.

Furthermore, we have fewer students in advanced level courses than most other countries do. Roughly 3 percent of American students take a course in calculus as compared to five times that amount in most other industrialized countries. If we wanted to provide more calculus courses for our students, we couldn't because we don't have enough teachers available. In a given year, one-third of American high schools don't even offer a physics course for the same reason.

Viewed in this fashion, all of the new curricula and course requirements in the world will not improve the quality of math and science education. Until we can produce an adequate supply of well-trained teachers, the additional courses will only be taught—or mistaught—by those with little or no preparation. A similar analysis for other teaching fields now showing growing shortages directs our attention to teachers as a critical linchpin of educational survival, not to mention improvement.

Given a range of disincentives to enter teaching, college students defected to other fields throughout the 1970's: between 1972 and 1985, the number of new education graduates declined from nearly 200,000 annually down to just 88,000. A very acute shortage of minority teachers is now well-established and will take years to overcome. These teacher shortages are most widely felt and most acutely felt in central cities where students who most need good teaching are least apt to have access to well-prepared teachers.

Despite the obvious implications of these shortages for the quality of education generally—and the quality of education for poor and minority children more specifically—no substantial Federal action to improve the preparation, supply, or distribution of teachers has yet occurred during this decade.

The seriousness of the problems cannot be easily over-emphasized. The National Center for Education Statistics estimates that the demand for new teachers will be about 2 million between now and 1995. The supply of potential new entrants totals just about 1 million over the same time period. Of these new entrants, in recent years only 9 to 10 percent have been members of minority groups and the proportion has been declining steadily. Since the 1970's the number of minority college graduates entering teaching has decreased by more than 50 percent. Many expect that if current trends continue, by the year 2000 only 5 percent of the teaching force will represent the more than 30 percent of students who are Hispanic, African-American, Asian-American or Native-American. In addition to these discouraging trends, only about three-quarters of those who prepare to teach actually enter teaching after graduation. The proportion is lower for minority candidates. Of those who do enter, about half leave during their first five years. Again, the proportion of those who stay appears to be lower for minority entrants, especially those who teach in central city schools. Teachers in other shortage fields, such as the physical sciences, also tend to leave more quickly and at higher rates. The reasons for shortages are no mystery. Teachers' salaries declined by more than 15 percent during the 1970's widening the wage gap that already existed between teachers and other college graduates. Recent increases have returned average teachers' salaries to the level they had reached in 1972. But since 1986 these salaries have leveled off again, remaining about 25 percent below those of other college educated workers and 30 to 50 percent below those of scientists and engineers. It might be worth noting that these kinds of wage disparities do not exist in most other industrialized nations and they are not experiencing the kinds of teacher shortages we are, especially in mathematics and science. In Japan, for example, teachers' salaries are pegged explicitly at the level of engineers' salaries to avoid the outcome that we experience now. Most other countries have about the same salary for teachers as scientifically-trained person power and engineers. Furthermore, all of the European and Asian nations who approach teaching differently, who invest substantially at their Federal levels in teacher preparation and in the distribution of teachers equitably across schools continually outperform us. They show a much narrower disparity among their high and low achievers than our country shows.

All students are affected by teacher shortages. But those who reside in central cities suffer the most. Of the tens of thousands of uncertified teachers hired on emergency credentials in recent years, the great majority teach in central cities. This means that districts with the greatest concentrations of poor children, minority children and children of immigrants are also those where incoming teachers are least likely to have had training in up-to-date teaching methods or to have had courses in how children grow, learn and develop, or what to do if they are having difficulties. Many children in central city schools are taught by a parade of short-term substitute teachers, inexperienced teachers who leave before their first year is up and beginners with no training.

The most recent year for which national information is available, 1983, shortages of teachers as measured by unfilled vacancies were three times greater in central cities than in rural areas or suburbs. More than 14 percent of all newly-hired teachers in central city school districts in that year were uncertified in the field in which they were assigned. That is more than twice the proportion experienced by other types of districts. A survey of high school teachers in 1984 found that the schools where uncertified teachers were located were disproportionately central city schools with higher than average percentages of disadvantaged and minority students.

In 1985, 5000 teachers were hired on emergency certificates in New York, Los Angeles and Houston alone. Many of these districts' vacancies were not filled at all when schools opened in the fall. Although this is kind of a hidden problem from the point of view of parents, these shortages subvert the quality of education in many ways. They make it hard for districts to be selective about who they hire and the quality of those people. They often result in the hiring of people who have not completed or sometimes even begun their pedological training.

In addition, the districts must often hire short and long term substitutes, expand class sizes and cancel course offerings. An analysis of course offerings in central city schools show that many of the kinds of courses which we would like to be sure all of our students have, higher level mathematics and science, e.g., are simply not even offered in many of the schools those students attend.

Though there are some recent increases in enrollments in education schools, these are not yet nearly enough to insure that the gap we expect will be filled with teachers who are actually prepared to teach. Current enrollments would have to nearly double to close the gap between anticipated demand and new supply. Enrollments are increasing most slowly in the key shortage areas, science, bilingual education, special education, mathematics, and foreign languages. Obviously, we need inducements to teaching if we are going to address these current and projected shortages. The effects of these shortages on our ability to respond to pressing national needs is devastating. While the curriculum must grow more sophisticated to handle the challenges of a more technologically demanding future, teachers must also know a great deal about student learning, motivation and development if they are going to meet the needs of students who are unlikely to be taught at home if they are not well taught at school.

In this regard the time has come for us to focus on improved teacher education as well as teacher recruitment. Generally, we have met shortages of teachers and solved them throughout the century by lowering our educational standards for new entrants.

This stands in contrast to the policies of other nations with respect to teaching and it stands in contrast to the ways in which we handle shortages in other professions in this country. For example, when shortages of physicians were a major problem more than 25 years ago, Congress passed the Health Professions Education Assistance Act in 1963 to support and improve the caliber of medical training, to provide scholarships and loans to medical students, and create incentives for physicians to train in shortage specialities and to locate in underserved areas. That sustained effort continued for more than two decades has had a substantial impact on the quality of medical training in this country and the supply of physicians, contributing to the world-wide perception that ours is one of the finest medical education systems in the world.

Several initiatives in both houses of Congress, including two new bills presented by Senators Kennedy and Pell a week or so ago, follow this line of thinking and emphasized that we must attend to recruitment and improved training for teachers. They would revive the Teachers Corps, invest in teacher education improvements, provide mentoring programs for first year teachers which tend to improve their capabilities to teach and reduce the attrition that usually provokes half of them to leave within five years, and create also professional development academies for training pre-service and in-service teaching.

This emphasis is supported by many things we have learned in recent years. In a number of research studies we found that teachers who are better prepared make more effective teachers than those who are not fully prepared in terms of their ability to promote student learning. Those who are better prepared, both in terms of their teacher education experience and their initial clinical training, are more likely to stay in teaching than those with less training.

We have at least 40 years of evidence that trying to improve teaching without improving teacher training is largely ineffective. Here I am think about our experiences since Sputnick in trying to improve math and science education. Even though we have invested periodically in teacher recruitment and training, the levels of investment have never been large enough or sustained enough to overcome the chronic shortages.

So the millions of dollars used to develop new curricula, even very good curricula, are rendered useless if the teachers cannot understand or use these tools effectively. We must recruit talented teachers and train them very, very well indeed if we are to make great progress at meeting our educational goals.

As a recipient myself of a National Defense Student Loan in my college years during the last wave of teachers shortages, I can testify that the loan strategy was effective in persuading me and many others—many of my colleagues were Teacher Corps members—to try teaching. As a candidate in a quick-fix alternate route to teacher certification, I can also attest that there are much better ways to prepare teachers for challenges they face than those kinds of shortcuts, tried then and renewed today. I have seen studies and some innovative and rigorous teacher education programs that are training the kinds of teachers we need to meet these current challenges.

The time has come for the Federal Government to consider using the kinds of policy approaches it has used to strengthen our medical education and health systems to strengthen our ability to provide competent qualified teachers for all children.

An all out effort to improve the supply and preparation of teachers would cost some money, but discussions of cost might more usefully be discussions of cost effectiveness. In education we tend to add a program here and create a fix-it approach there. If we were to examine our strategies for reform, we would find that money spent for preparing teachers adequately in the first place is money that would not need to be spent thereafter to patch up problems created by inadequate teachers.

Virtually every major problem in American education requires as part of its solution an adequate supply of very well prepared teachers.

The bottom line, I think, is until we can say everyone in a classroom has a basis of knowledge and a sense of how to use that knowledge effectively on behalf of students, there is no accountability in public education. Using test scores or credit hours or a per capita this or FTE that does not get to the heart of the issue. The public education system ought to be able to guarantee that every child who is forced to go to school by public law, no matter how poor that child's parents are or where that child lives or how little or how much he has learned at home, should be taught by someone who is prepared, knowledgeable and competent. That would be real accountability. When it comes to equalizing learning opportunities, that is the bottom line.

There is an obvious and desperately needed Federal role in providing this real accountability in public schools. I urge the Members of this Congress to begin to look at ways to do that.

Thank you.

[The statement of Dr. Linda Darling-Hammond follows:]

# EDUCATION REFORM AND FEDERAL POLICY: SUPPORTING PERESTROIKA AND PROFESSIONALISM IN THE PUBLIC SCHOOLS

Linda Darling-Hammond

The 1980s have launched the most sustained and far-reaching set of efforts to "reform" American elementary and secondary education since the formation of the common school. National in scope, yet spearheaded by states and local governments, these initiatives have involved unlikely -- indeed previously unthinkable -- alliances between chief executive officers of major U.S. corporations, the heads of teachers' unions, state governors, and progressive educators in a variety of roles.

Two concepts encapsulate much of the reform rhetoric and experimental thrust: *teacher professionalism* and *school restructuring* are the rubrics used to describe initiatives intended to improve school quality, accountability, and equity. As they have evolved, these terms refer to efforts to (a) improve both the supply and quality of teachers by creating a professional structure for the occupation of teaching, and (b) create school environments which are centered more on the needs of learners than on the demands of school bureaucracies.

While the theories held by those who would change schools vary, the stimulus for change is widespread, and not federally-inspired. The reform impetus began even before media attention focused on education with the release of the National Commission on Excellence in Education's "rising tide of mediocrity" report in 1983, and save for the bully pulpit, no federal role in stimulating or encouraging change has emerged. Contrary to all early predictions, the "window of opportunity" for changing schools and soliciting greater support for them did not close with a great public yawn after 2 or 3 years; today it stands open more widely than it did 5 years ago. Americans are serious about making fundamental changes in the quality and nature of public education. These reforms are viewed as a matter of necessity, not choice.

The sense of the reformers is that American public schools designed for the 19th century are incapable of solving the problems that will face us in the 21st. Not only is the commitment to reform intense, the nature of the reforms sought is different than most of what has guided educational policy thinking since the early 1900s. In mapping out a federal policy strategy that is compatible with this new thinking, this paper seeks first to illustrate the problems facing our country and our schools as they have been defined during this decade, and then to place the current reform movement in the context of previous federal and state policymaking. It then goes on to examine the logic of the reform proposals and their implications, finally arguing for an aggressive federal role in supporting the creation of a new conception of teaching and schooling.

## AN ILLUSTRATION OF THE PROBLEM

The sense of urgency comes from the convergence of a number of trends which are changing society in profound ways. In brief sketch, these include

- **A rapidly changing industrial base**, and the prospective loss of U.S. economic dominance in international markets;
- **Major demographic shifts**, including a substantial growth in the population over age 65 which will need to be supported by a shrinking number of young people entering the work force. More of these young workers are -- and will increasingly be -- the children of immigrants, poor families, and minorities;
- **Continuing underperformance of the educational system** for these same young people, who by the end of the 1990s will comprise 40 percent of the public school population and over a third of the entering workforce;
- **Disappointing outcomes** for the educational system more generally. For example:
    - -- The U.S. scores near the very bottom of all industrialized countries on international assessments of students' knowledge of mathematics and science;

- National assessments continue to show declines in students' problem-solving skills and critical thinking abilities;
- Dropout rates, which continue to hover at 25 percent for all U.S. students, reach 50 percent for minority youth in central cities, for whom unemployment rates remain almost that high as well.

The life chances of students whom schools have failed grow increasingly dim. A male high school dropout in 1986, for example, had only one chance in three of beingemployed full-time; this is half the odds of 20 years earlier. If employed, he earned only $6,700 a year, about half of what a high school dropout earned in 1973 (William T. Grant Foundation, 1988). Lack of education is also linked to crime and delinquency. More than half the adult prison population is functionally illiterate, and nearly 40 percent of adjudicated juvenile delinquents have treatable learning disabilities that were not diagnosed in the schools.

In brief, the United States cannot maintain its standard of living or indeed, perhaps, its democratic foundations unless all students are better educated. Self-interest alone requires that students who have traditionally been allowed to fail be made to succeed and become productive workers; more must become not just minimally schooled but highly proficient and inventive.

## The Teacher Problem

At the same time, mounting teacher shortages threaten the success of other efforts to improve schools. The acute nature of this problem is most easily seen with respect to mathematics and science education. As we head into an era where technological know-how will be a cornerstone of invention and economic growth, the number of American students receiving advanced degrees in mathematics and science is declining. In most scientific and technical areas except engineering, the number of postsecondary degrees granted in U.S. colleges and universities declined between 1975 and 1985, on average about 25 percent. In engineering, the number of degrees increased only because over 30 percent were awarded to foreign students, who also receive a growing share of all other scientific degrees awarded (NCES, 1987).

It should be no surprise that the shortage of scientific personpower extends as well to the production of elementary and secondary teachers, only to a greater degree. With beginning salaries in industry averaging 50 or more percent higher than teachers' salaries for those trained in the sciences, the shortage of mathematics and science teachers has existed for many years, even before other teaching fields started to show shortfalls. As a consequence, only one-third of American high schools had a qualified physics teacher in 1981. In that same year, half of all newly-hired mathematics and science teachers were not certified or certifiable to teach these subjects. The production of math and science teachers has declined further since then, so that by 1985, at most 3,000 - 4,000 newly trained entrants in these fields were graduated to fill the roughly 20,000 vacancies produced by teacher attrition and increased student enrollments (Darling-Hammond and Hudson, 1987; Carey, Mittman, and Darling-Hammond, 1988).

In addition to the other factors driving teacher shortages -- low wages, improved career opportunities for women and minorities in other fields, and the low status of teaching -- the shortage of scientific personpower (including teachers) is due to the poor quality of mathematics and science teaching in American schools, which prepares relatively few to be interested in or capable of continuing with higher level studies. ~~As figure 1 graphically illustrates,~~ American high school students score more poorly than their counterparts in other countries on assessments of mathematics and science knowledge. In eighth grade, U.S. students are at about the median among the group of 20 countries in mathematics areas tested; by 12th grade they have dropped to near the bottom on most topic areas assessed (McKnight et al., 1987). And, in circular fashion, this poor performance -- which contributes to shortages of college students training to teach math and science -- is largely due to the fact that so few American classrooms are staffed by well-prepared teachers of mathematics and science (see figure 2).

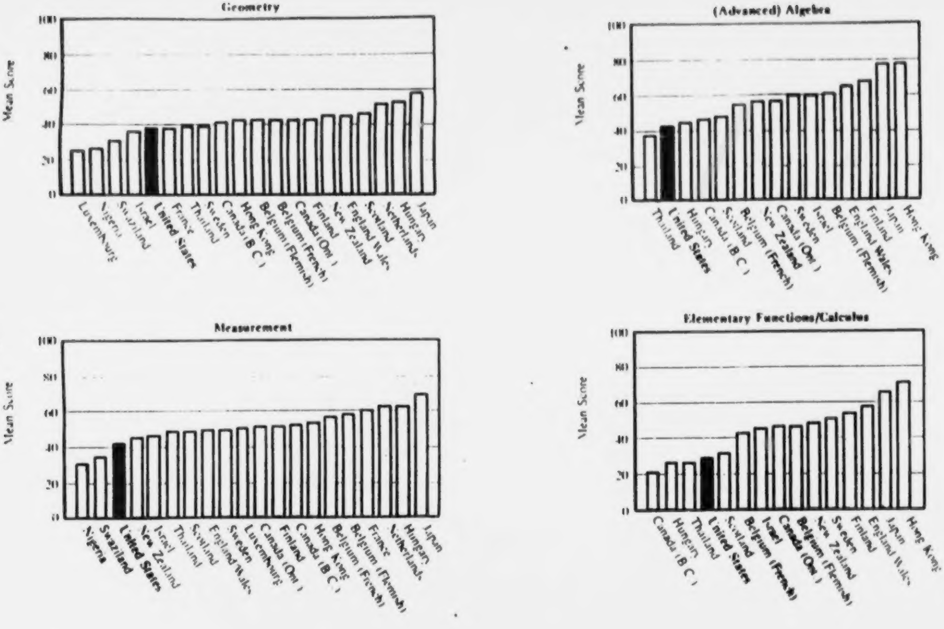


Fig. 1--International Comparison of Mathematics Achievement

SOURCE: C.C. McKnight et al., The Underachieving Curriculum: Assessing U.S. School Mathematics from an International Perspective. Champaign, Illinois: Stipes Publishing Company, 1987.

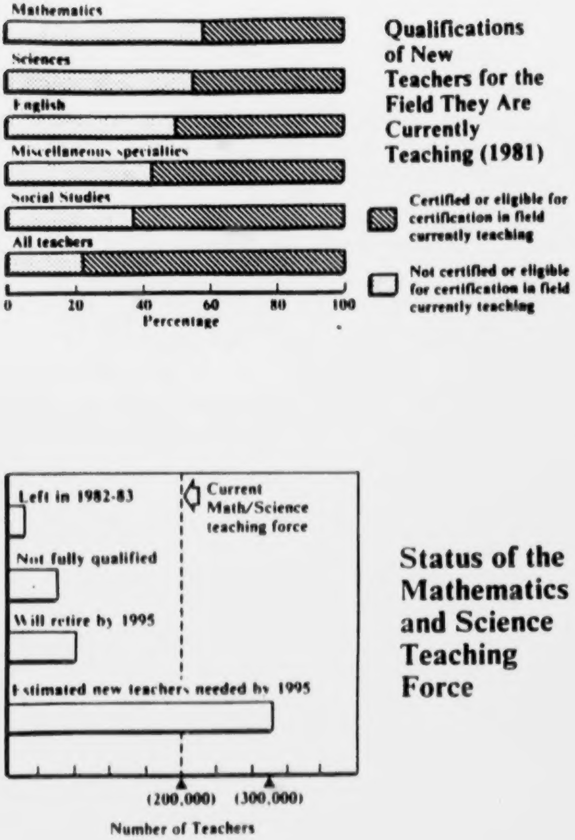


Fig. 2--Status of the Mathematics and Science Teaching Force

SOURCE: L. Darling-Hammond, Beyond the Commission Reports: The Coming Crisis in Teaching. Santa Monica, CA: The RAND Corporation, 1984.

Viewed in this fashion, all of the new curricula and course requirements in the world will not improve the quality of math and science education. Until we can produce an adequate supply of well-trained teachers, the additional courses will only be taught -- or mistaught -- by those with little or no preparation. A similar analysis for other teaching fields now showing growing shortages directs our attention to teachers as a critical lynchpin of educational survival, not to mention improvement.

Given a range of disincentives to enter teaching, college students defected to other fields throughout the 1970s: between 1972 and 1985, the number of new education graduates declined from nearly 200,000 annually to just 88,000. With recent and anticipated increases in teacher demand back up to the levels of the baby boom years (1 to 1 1/2 million over the next five years), the projected level of supply (even assuming continuation of an upswing just now beginning) will still fall short by nearly half. A more acute shortage of minority teachers is now well-established and will take years to overcome.

Meanwhile, teachers are also among the most inequitably distributed of educational resources. For a variety of reasons, the best-trained and most skilled and experienced teachers are found disproportionately in those schools and districts serving the most advantaged students (Darling-Hammond, in press). During times of teacher shortage, the untrained entrants hired on emergency certificates are found in greatest concentration in central city schools where disadvantaged students are also concentrated. Consequently, those needing the most expert teaching are least likely to get it, especially when vacancies are hard to fill and standards are lowered.

Despite the obvious implications of these shortages for the quality of education generally -- and the quality of education for poor and minority children more specifically -- no substantial federal action to improve the preparation, supply, or distribution of teachers has occurred.

Bennett has been fiddling while Rome burns.

A prerequisite to the pursuit of these strategies, and to the achievement of educational reform goals, is finding a solution to the related problems of mounting teacher shortages and the maldistribution of qualified teachers. A convincing case can be made for a serious and sustained federal role in solving these problems on the grounds of equity and national need as well as on the grounds of precedent. The precedents -- especially in the field of medical education -- are directly analogous to the current needs and problems in teaching and pose a compelling example of successful use of federal leverage.

The federal government has helped to build a medical care system unequalled elsewhere in the world through a variety of health manpower programs over the last 25 years: capitation grants to medical schools and other direct supports for building and improving medical education programs, forgivable loans and scholarships to medical students, special assistance to teaching hospitals and clinics in under-served areas, and incentives to encourage more equitable distribution of physicians. Support for health-related research and dissemination (far exceeding the level of support for education research) has helped to sustain this system by producing new knowledge and ensuring its transmission. Just as the high quality of American medical training and research are directly related to the high quality of our nation's health care system, so improvements in teacher education and educational research could become foundations for school improvement.

In what follows, I will discuss a number of new federal policy directions and the rationales for their adoption. These initiatives can be grouped in four categories:

1. The production and equitable distribution of qualified teachers;
2. The improvement of teacher education and clinical training;
3. The production and codification of professional knowledge for teaching;

4. The encouragement of learner-centered school settings, directly, through R&D activities and indirectly, by new approaches to the funding and management of federal programs.

## THE SUPPLY AND DISTRIBUTION OF TEACHERS

Throughout the twentieth century, teacher shortages have been common and they have provided an impetus for upgrading salaries and standards within the profession. Shortages following World War I and World War II, and again in the 1960s, propelled substantial real increases in teacher salaries accompanied by increases in the educational requirements for teaching. As Sedlak and Schlossman (1986, p. 39) note:

> Contrary to what many modern-day educators tend to assume, teacher shortages have been commonplace throughout the twentieth century. Nonetheless, it has proved possible, time and again, to raise certification standards during periods of protracted shortage. Not only has the raising of standards not exacerbated teacher shortages, it may even -- at least where accompanied by significant increases in teachers salaries -- have helped to alleviate them (and, at the same time, enhanced popular respect for teaching as a profession).

Their research demonstrated that teacher shortages generally followed periods of real income decline for teachers and that in most instances the shortages produced both salary gains and heightened standards for teaching.

The 1980s mirror past experiences with teacher shortages and changes in compensation and certification. Following the wage declines of the 1970s which, along with widely-publicized surpluses, dramatically decreased the supply of teachers in training, emerging teacher shortages led to a 40 percent increase in nominal salaries between 1981 and 1986, while certification standards were "raised" by virtue of required licensure tests in most states (Darling-Hammond and Berry, 1988). These salary hikes, though helpful, have just returned average teacher salaries to the level they had reached in 1972, following the shortages of the 1960s. Adjusted for the increases in teacher experience and education levels since then, average salaries in 1986 still lagged behind those in 1972 by about 15 percent (Darling-Hammond and Berry, 1988).

## Shortages and Loopholes

Even as certification standards have ostensibly been raised, however, current shortages have been addressed by certification loopholes, including increased use of emergency certificates to fill vacancies (46 states allow this practice) and the creation of "alternative routes" to certification which lessen the preparation requirements for teaching in 23 states. For just the small sample of states who keep records on emergency and temporary licenses, over 30,000 were issued in 1985 alone (Feistritzer, 1986). While recent attention to teaching has stimulated an increase in the number of college freshmen reporting interest in education as a major or a career (Astin et al., 1987), their numbers would have to nearly double to satisfy the demand for new teachers in coming years.

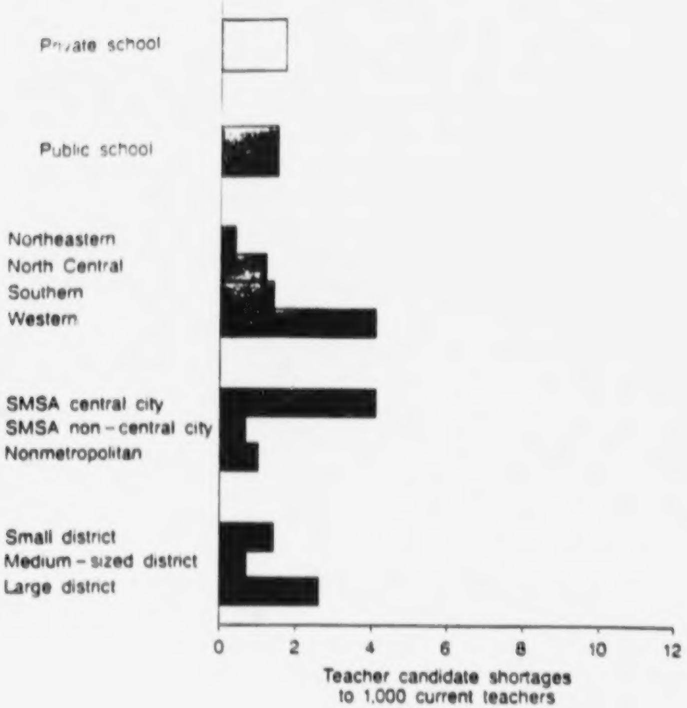
The dilemma, then, is that while teacher shortages have created a political climate within which standards and salaries may be raised, they also create conditions which work against the continuation of these initiatives. The effect of having standards, however high, with large loopholes available to satisfy demand pressures, is that salaries will always remain somewhat depressed. In the past, although teacher salaries have always increased in times of short supply, they have never reached comparability with those of other professions requiring similar training, and they have tended to slip again when the supply crisis was "solved." If no substantial improvement occurs in the attractions to teaching, it will be difficult to improve overall teacher quality, since the pool of potential candidates who can meet the standards will not be sufficiently enlarged. In circular fashion, the failure to attract sufficient numbers of well-qualified teachers will lessen teachers' claims for professional responsibility and autonomy and will increase the press for regulation of teaching, thus further decreasing the attractions to teaching for professionally-oriented candidates.

It is interesting to note that this process of standard-raising and nearly simultaneous undermining of those standards has occurred over the last century in other occupations, such as law and medicine, that sought to become professions. In those cases, as in teaching currently, the loopholes were created by state governments, who established statutory exemptions to certification requirements. In some cases, the states were encouraged by college faculties or employers, who had greater incentives to ensure an adequate supply of students or practitioners than to ensure the quality of that supply (see e.g., Starr, 1982). It was not until members of these occupations organized themselves to promulgate and enforce their own standards through professionally-controlled licensure and examination boards that standards could be used as a determinant of permission to practice. Teaching now is alone in the granting of substandard licenses. The American Association of Colleges for Teacher Education Task Force on Teacher Certification has been unable to discover any other state-licensed occupation for which "emergency certification" exists (Bacharach, 1985). And most of the untrained recipients of such certificates are hired to teach in disadvantaged schools where recruitment is most difficult (Darling-Hammond, in press). Thus, the children in these schools bear the brunt of the teacher supply problem.

### Shortages and Equity

Teacher shortages are most acute and underqualified entrants to teaching are most numerous in central city schools where poor and minority chldren are increasingly concentrated.

- In 1983, the most recent year for which national information is available, shortages of teachers -- as measured by unfilled vacancies -- were three times greater in central cities than in rural areas or suburbs, and much greater in large school districts (which are most often urban) than in small districts (NCES, 1985). (See Figure 3.)



While nationwide, public school districts reported fewer than 2 shortages for every 1,000 current teachers in 1983-84, this ratio varied by location and type of school district. The higher-than-average shortages in the West and in central cities suggest a problem confined to specific localities and not national in scope.

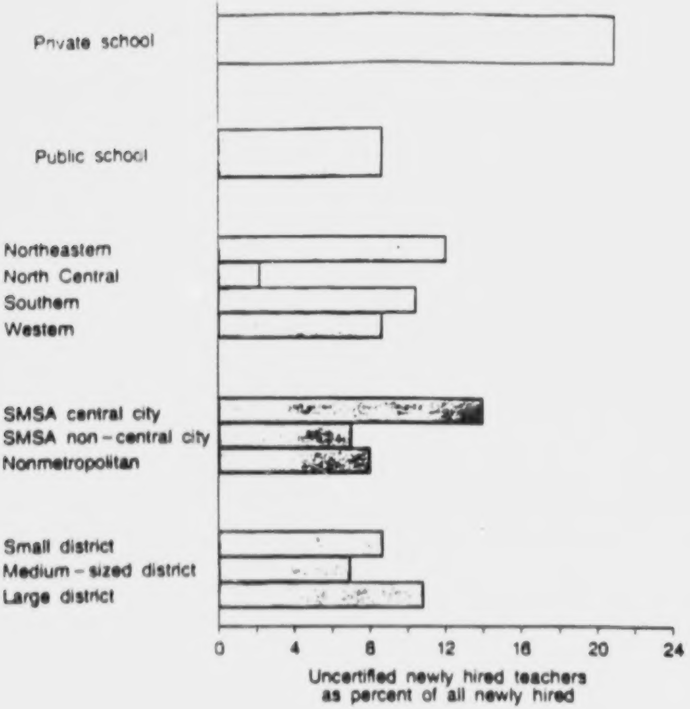
Fig. 3--Teacher Candidate Shortages

SOURCE: National Center for Education Statistics, The Condition of Education, 1985. Washington, D.C.: National Center for Education Statistics, 1985.

- More than 14 percent of all newly hired teachers in central city school districts in 1983 were uncertified in their principal field of assignment, nearly twice the proportion experienced by other types of districts (see figure 4).
- The most severe shortages of teachers occurred in such fields as bilingual education and special education, fields that are in especially great demand in central cities; these fields are also among those with the highest proportions of uncertified teachers.
- A survey of high school teachers in 1984 found that the schools where uncertified teachers were located were disproportionately central city schools with higher than average percentages of disadvantaged and minority students (Pascal, 1987, p. 24).
- In 1985, 5,000 teachers were hired on emergency certificates in New York, Los Angeles, and Houston alone. Many of these districts' vacancies were not filled when schools opened that fall (Darling-Hammond, 1987). Each year since then, large urban districts have encountered similar problems recruiting teachers.

Teacher shortages subvert the quality of education in a number of ways. They make it hard for districts to be selective in the quality of teachers they hire, and they often result in the hiring of teachers who have not completed (or sometimes even begun) their pedagogical training. In addition, when faced with shortages, districts must often hire short- and long-term substitutes, assign teachers outside their fields of qualification, expand class sizes, or cancel course offerings. No matter what strategies are adopted, the quality of instruction suffers.

Shortages of teachers are a serious problem wherever they occur; so are inadequately prepared teachers. But as we look at the types of students who are most likely to live in districts where shortages and poor preparation are most common, we see that inequality of opportunity is, in general, not randomly distributed. It is, in general, the lot of the children who attend inner-city schools, and most of those children are Black or Hispanic and poor.



Approximately 9 percent of newly hired teachers in the public schools in 1983-84 were not certified to teach in their principal field of assignment. School districts in the central cities reported higher-than-average cases of uncertified new hires than school districts in other locations.

Fig. 4--Newly Hired Teachers Uncertified in Principal Assignment Field

SOURCE: National Center for Education Statistics, The Condition of Education, 1985. Washington, D.C.: National Center for Education Statistics, 1985.

The elimination of this particular form of inequality can come only by a large and sustained boost in the supply of well-trained teachers, coupled with incentives for many of these teachers to train in shortage fields and to locate in shortage areas. Though federal initiatives to boost the supply of teachers in fields like mathematics and science are now being considered, no analog to the distributional incentives of the 1960s' National Defense and Education Act for teachers has yet been revived to address this acute problem. The NDEA provided forgivable loans to college students who entered teaching, with an added incentive for those who entered teaching in urban districts. Similarly, the National Medical Manpower Act and the Health Professions Educational Assistance Act for physicians have, since the 1960s, provided forgivable loans to medical students who practice in underserved rural and central-city locations.

Such initiatives must be launched soon if the severe teacher shortfall anticipated over the coming years is to be even partially averted. Special efforts will be needed to avert the additional tragedy of a teaching force which no longer represents the racial and ethnic diversity of society. Recent substantial drops in the number of minority entrants to teaching could bring the proportion of minority teachers down from over 10 percent to less than half that number by the end of the next decade.

Current shortages of minority candidates in teaching are partly the result of teacher tests, which influence entrance at the point of certification, but mainly the result of the defections of academically able minority students to other careers and professions. Enrollment of minority students in teacher education programs had plummeted sharply prior to 1981, when most teacher tests were just beginning to be enacted, and have continued to drop since. Education has been replaced as a field of choice by other careers, many of which require graduate education and licensure testing. As proportions of women and minority college students majoring in education decreased by over half during the 1970s, the proportions of both groups majoring in business, engineering, and the sciences increased several fold (Darling-Hammond, 1984;

Darling-Hammond, Pittman, and Ottinger, forthcoming). The sharp changes in social opportunities and career preferences for minority students over the past 20 years are reflected in the astounding fact that in 1985, only 8,800 minority students who had received bachelor's degrees in the previous year entered teaching, while over 24,000 were enrolled in law schools or medical schools and over 30,000 were enrolled in all first professional degree programs (Darling-Hammond, Pittman, and Ottinger, forthcoming).

Ultimately, improvements in the attractiveness of teaching are key to resolving the problem of shortages for both majority and minority candidates alike. In contrast to past eras of teacher shortage, this one is occurring at a time when women and minority college students have far greater opportunities available to them in other fields than ever before in the past, and they are taking advantage of them. Requiring more rigorous teacher preparation and serious licensure examinations will not, in and of itself, prevent minority students from entering teaching. Such requirements have not dissuaded them from entering other professional careers. However, teaching must be competitive with these other opportunities if it is to reclaim a significant portion of what was once a captive labor force.

Short of a total overhaul of the teaching occupation and the structure of schooling, there are a number of strategies that can be pursued to increase the attractions to teacher preparation. First, and most obvious, lowering the financial and opportunity costs of acquiring teacher preparation will sharply improve recruitment, particularly for minority students. Offering scholarships and forgivable loans to prospective teachers ought to be at the top of the federal agenda throughout the next decade.

There are also ways in which teacher preparation can be made more accessible to candidates who do not choose to enroll in an education major in their junior year of college. Graduate level teacher education programs can succeed in attracting an entirely different pool of recruits -- those who were unable or unwilling to commit to teaching at a very early point in their academic careers during undergraduate school and those who are interested in changing careers but are unwilling to return to undergraduate school to do so. Without diluting requirements for teacher preparation, schools of education can lower the transaction costs for attending by creating more time-efficient and flexibly scheduled programs than most undergraduate programs typically allow. Indeed, recently created programs designed to attract (and fully certify) nontraditional recruits to mathematics and science teaching have succeeded in maintaining standards for preparation while attracting recent bachelor's degree recipients and mid-career candidates to graduate level programs targetted at their career needs and schedules. In many cases, these programs also attract much larger numbers of minority candidates than traditional undergraduate teacher preparation programs (Carey, Mittman, and Darling-Hammond, 1988). Federal support for new forms of teacher preparation like these should also be considered.

## TEACHER PREPARATION

American school policy has often started from the assumption that teachers are conduits for policy or curricula rather than active agents in the production of learning. Consequently, many reform initiatives have emphasized improving schools by changing curricula, programs, tests, textbooks, and management processes rather than by improving the knowledge and capacity of teachers. Indeed, American policymakers seem to doubt whether there is anything that a teacher brings to the classroom other than the state's or school district's mandated materials, procedures, and regulations. They question whether teacher preparation is necessary and seem to believe that novice teachers are as safe and effective as experienced teachers. These beliefs support the myth that allows teaching expertise to be unequally distributed -- the myth that all teachers and classrooms are equal.

Over the last twenty years, educational research has exploded the myths that any teaching is as effective as any other and that unequally trained and experienced teachers are equally advantageous to students. In a study documenting the positive effects of teaching experience on teaching effectiveness, Murnane and Phillips (1981, pp. 453-454) note:

> The question of whether teachers become more productive as they gain teaching experience has been of interest to policymakers for many years. One reason is that schools serving children from low-income families have typically been staffed with less experienced teachers than school serving middle-class children. This has led to court tests of whether the uneven distribution of teaching experience constitutes discrimination against low-income children.

When the allocation of teachers who are certified or uncertified, prepared or unprepared, experienced or inexperienced is unequal, so is the opportunity for students to learn. The differences in style and content are very real, not an abstract proposition. Having confirmed that teacher experience does make a difference, researchers are now identifying what it is that expert veterans do in the classroom that distinguishes their teaching from that of novices (see e.g., Berliner, 1986; Shulman, 1987). Much of this research also demonstrates the importance of teacher education for the acquisition of knowledge and skills that, when used in the classroom, improve the caliber of instruction and the success of students learning (see e.g., Berliner, 1984).

A major goal of professionalism is ensuring that *all* individuals permitted to practice are adequately prepared. So long as anyone who is not fully prepared is admitted to an occupation where autonomous practice can jeopardize the safety of clients, the public's trust is violated. So long as no floor is enforced on the level of knowledge needed to teach, a professional culture in schools cannot long be maintained, for some practitioners will be granted control and autonomy who are not prepared to exercise it responsibly.

**Teacher Education.** Professionalism starts from the proposition that knowledge must inform practice, yet teacher education is often denounced and even avoided on the grounds that either it does not convey the knowledge necessary for real teaching (some argue this must be acquired on the job) or that there is no knowledge-base for teaching anyway. However, much is known about how to teach effectively, and where it has not yet been fully incorporated into current teacher education programs, efforts must be made to strengthen rather than to eliminate these programs. This will in many cases require drawing on departments within and outside schools of education that are not currently engaged in training teachers, and on knowledge in areas like cognition, psychology, and human biology that is basic to teaching but not yet taught to prospective teachers. Such efforts can be encouraged by the support of demonstration or model programs, by grants for specific improvements or for experimentation, and by research on the effectiveness of teacher education.

We have never, in the United States, supported teacher preparation very much or very well. In most universities, schools of education get the fewest resources. Even during those periods of intense interest in improving education that seem to occur about once a generation and in which we find ourselves at the moment, neither the federal government nor most states nor most school systems seem much inclined to spend much money or attention on preparing teachers well. As Berliner (1984, p. 96) observes:

> It is time for creative thinking on how to revitalize teacher preparation programs. It is also time for budgetary allocations for such programs. Currently, we do not have much of either. At my own institution, the University of Arizona, we have found that it costs the state about $15,000 to educate a liberal arts undergraduate in, say, comparative literature, history, or psychology. To educate an individual for the vitally important profession of teaching, the state pays $2,000 less.... I am afraid that Arizona, like the 49 other states engaged in teacher preparation, gets precisely what it pays for.

One reason for this lack of support is a deeply felt ambivalence. Are there things to know about teaching that make teachers more effective? If so, teachers ought to learn those things. Or is teaching something that anyone can do, without any special preparation? If so, anything that purports to be preparation is certainly not worth supporting. Clearly, the tension between these two points of view, unresolved for the past 200 years, continues today. A profession is formed when members of an occupation agree that they have a knowledge base, that what they know relates directly to effective practice, that being prepared is essential to being a responsible practitioner, and that unprepared people will not be permitted to practice. In some states, discussions of the importance of professionalizing teaching have led to new requirements for prospective teachers; in others, though, states have reacted to potential shortages of teachers by setting up alternate routes to certification that bypass standard preparation by offering six-week soup-to-nuts courses in how to teach.

Moreover, the current Administration has reinforced conceptions of teaching as requiring little knowledge by actively endorsing these alternative certification programs as a good way to avoid education schools. Rather than seeking to strengthen programs of teacher preparation, the federal government has endorsed and even sought to encourage state practices that bypass them and that exempt teachers from acquiring a basic knowledge base for their work. It has also -- by approving of these programs as a means of "solving" shortages and by failing to create other incentives to deal with shortages -- tacitly endorsed the disproportionate allocation of these untrained teachers to inner city schools and to poor and minority children.

As far as those students are concerned, ambivalence about whether teachers should be well prepared to teach is a luxury we can no longer afford. Improving education for poor and minority students clearly requires policies that improve the preparation of teachers. The institutions that prepare teachers need the money it will take to produce knowledge about teaching and to create programs that effectively transmit that knowledge to the people who want to teach.

As noted earlier, the federal government has used both these policy approaches to build medical education. The government has supported the efforts of medical schools to develop the capacity to produce and transmit knowledge. It has provided support for building particular programs in high-need areas, for strengthening existing programs, and for improving teaching hospitals where clinical training is pursued. It has provided scholarships and loans for medical students. Now that the United States has perhaps the finest system of medical education in the world, the great debates of 80 or so years ago have lost all but historical interest. But before medicine coalesced into a profession, back when people thought the doctor-to-be might as well learn what he could just by following a doctor around, the debate raged. Was medical education necessary and desirable? Or should medical training be dispensed with in favor of the follow-me-around-in-the-buggy approach? The decision to formalize and strengthen medical education has brought tremendous advances in knowledge. But perhaps the greatest benefit : setting standards of competence in medicine has been that even the people least well served by doctors are now much better protected from quacks and charlatans and incompetents.

Criticisms of federal strategies in the medical arena should also be taken into account. For example, many believe that the use of no-strings-attached capitation grants for boosting enrollments in medical schools missed a golden opportunity for stimulating curricular improvements. Although other federal grants supported innovations in medical training programs, the weight of the subsidies rewarded head count rather than improved quality. Especially given the poor reputation of teacher preparation programs, a better balance of funding for support of improvements ought to be sought. The medical subsidies analogy should not be adopted wholesale but used selectively as experience indicates it has been most successful and productive.

To general considerations of improving the preparation of teachers we must add at least one consideration that relates directly, though not exclusively, to improving education for minority students. For many reasons, increasing the supply of well prepared teachers who are themselves members of minority groups is vital. Teaching ought to reflect our population, as should all parts of our society, yet as the proportion of minority students in public schools in increasing, the proportion of minority teachers -- especially black teachers -- is declining raidly. Yet the schools of education in historically black colleges and universities, from which most black teachers have graduated, are, for various reasons, facing great difficulties. Never well financed for the most part, these institutions now face great financial difficulties. Their education programs are in even greater jeopardy in the many southern states that tie pass rates on teacher certification tests to approval of teacher education programs.

A distinction needs to be drawn here that is often ignored. The distinction is that supporting the institutions that prepare teachers and supplying particular support for the ones that characteristically train most minority teachers is one policy, and testing teachers is another. For all the talk about the central importance of good teaching to good education, the first policy remains essentially untried. Supporting teacher education has simply not been a strategy that policymakers have yet been willing to adopt.

Federal support for historically black colleges, and for minority student scholarships generally, will be needed to open up again the pipeline to teaching (and other professions) that has narrowed in recent years as minority students' college-going rates have declined along with declines in federal student aid opportunities. Enlarging the pipeline of college-educated workers is critical to solving the teacher supply problem, because competition among occupations is expected to be fierce throughout the next decade as the number of entering workers declines and the number of jobs increases.

Similarly, stemming the flow of teachers -- especially new entrants -- out of teaching will be more difficult as opportunities in other fields will be plentiful. Yet reducing attrition will be even more imperative to keep pace with demand and to avoid squandering investments in teacher training. For both practical and professional reasons --to increase teacher effectiveness and reduce turnover -- teacher preparation will need to extend through initial clinical training and induction.

**Teacher Induction**. Consistent with a professional view of teaching knowledge and practice, serious and intensive induction of new teachers is necessary before they are allowed or expected to teach without supervision. This major departure from the current sink-or-swim approach to beginning teaching is crucial for two equally important reasons: (1) because teaching knowledge is complex and requires judgment in its application, it cannot be fully acquired in a classroom setting; and (2) because a teaching profession is first and foremost committed to the welfare of students, inexperienced practitioners cannot be allowed to learn on the job without guidance. Furthermore, supportive and sustained induction is necessary to stem high attrition rates of new teachers and to provide equity to students.

The current lack of support experienced by beginning teachers is exacerbated by typical school district placement policies. As McLaughlin et al. (1986) have noted:

> New teachers are often given those students or courses with which experienced teachers do not wish to deal. Instead of giving beginning teachers a nurturing environment in which to grow, we throw them into a war zone where both the demands and the mortality rate are excessively high. It is really not surprising that one-third of teachers leave the profession within their first five years of teaching.

The placement of beginning teachers in the most difficult assignments is encouraged by district internal transfer policies which allow successful senior teachers to move to schools of their choice. Schools with high turnover rates -- which also tend to be schools serving the most disadvantaged students in the most challenging teaching conditions -- hire new teachers in order to fill their vacancies. When a vacancy arises in a desirable school, senior teachers tend to transfer away from the more difficult schools. Consequently, these schools are more likely to be staffed with disproportionate numbers of new and inexperienced teachers and are less likely to maintain an adequate cadre of expert, experienced teachers who can assist these novices. Thus, beginning teachers are presented with the most difficult educational problems and with little opportunity for assistance. As a result, many experience frustration and leave the profession. Not incidentally, the students of these neophytes -- those who most need expert teaching -- are continually subjected to instruction by persons who are just learning -- or, perhaps, not learning -- how to teach (Wise, Darling-Hammond, and Berry, 1987).

Ultimately, the creation of professional development schools, analogous to teaching hospitals, in which expert teachers join with university faculty to provide a structured internship experience for new teachers would be the most effective means of inducting new teachers.

Such schools would be exemplars of good practice, would produce and transmit knowledge of teaching to new entrants, and would provide the highest quality education to those students who in many cases now receive some of the lowest quality schooling. In much the same way that federal support for medical internships and residencies -- and for the establishment and improvement of teaching hospitals themselves -- has helped to improve the caliber of clinical practice, so the launching of such training grounds for teachers can improve teacher skill, retention, and teaching equity.

It's true that an all-out effort to improve the preparation of teachers would cost far more than the current strategy of simply testing teachers. But discussions of cost would more usefully be discussions of cost-effectiveness. We tend, in education, to see each suggestion for reform as discrete, as a program to add on here, a requirement to add on there, an allocation to add to the already-large sums of money being spent. But if we were instead to examine strategies for reform, we would see that the money spent preparing teachers adequately is money that would not need to be spent thereafter to patch up the problems inadequate training creates.

The **Chairman**. Thank you, Mrs. Hammond.

We certainly expected a lot and we got a lot from you. I think it will be very valuable to have your statement in the report which we contemplate. We were especially interested in focusing on the issue of teacher training and recruitment and retraining.

My distinguished colleague, Mr. Goodling, is one of those great teachers who is on this committee. His lovely wife is also a teacher. So I am quite sure that your remarks struck home with him.

Again, I wish to personally express the appreciation of the committee to you for having accepted the invitation.

Mr. Goodling, do you care to comment?

Mr. **Goodling**. Linda, my testimony goes from page 7 to 27. Is that right? Was there nothing in between?

Ms. **Darling-Hammond**. That is excerpts from a fuller version that will include all my remarks.

Mr. **Goodling**. Just a couple of things since we are not overly pressed for time. If you could give us a list where these institutions are that have the exciting new approaches to teacher education, I would like to have that list. I would like to visit some of those.

Ms. **Darling-Hammond**. There are a number of places I would refer you to, including Teachers College of Columbia, Bank Street, Harvard has a new program for math and science. University of Massachusetts at Amhearst. There are a number of places that I would be delighted to encourage you to see and visit.

Mr. **Goodling**. I suppose we will hear one from Johns Hopkins, too.

Ms. **Darling-Hammond**. They are much too elite to train teachers at Johns Hopkins.

Mr. **Goodling**. Anything west of the Mississippi?

Ms. **Darling-Hammond**. Yes, there are some good programs. University of California at Berkeley has some exciting things going on. USC at Los Angeles has some marvelous programs being created now that are very new.

Mr. **Goodling**. My other concern was, I like your paying according to another job that they may have in the same area such as science and math and engineering. What do we do with the most important of all, the elementary school teacher? Who do we line them up with salary wise?

Ms. **Darling-Hammond**. If you lined them up with other early childhood professionals, people who deal with young children in other areas. That would be equal. People who train in child development, developmental psychology, et cetera, who would make marvelous early childhood educators, go into psychology and earn usually 30 percent more in that field as well.

So you can make the analogy across all of the areas.

Mr. **Goodling**. Thank you, very much. You have given us a lot to think about.

The **Chairman**. Thank you again. We appreciate your appearing before this committee.

Our next panelist is Robert E. Slavin, Center for Research on Effective Schooling for Disadvantaged Students, Johns Hopkins University. Mr. Slavin, we are delighted to have you before the committee.

## STATEMENT OF ROBERT E. SLAVIN, DIRECTOR, NATIONAL CENTER ON ELEMENTARY AND MIDDLE SCHOOLS, JOHNS HOPKINS UNIVERSITY, BALTIMORE, MARYLAND

Mr. SLAVIN. I am delighted to be here. I am going to try to convince you today of something I think you are already convinced of. I will try to make you a little bit more firm in your conviction.

That is that every child can learn. This has been said for a long time. I don't mean it is as a pious generalization or wishful thinking but I am talking about it as a practical, obtainable reality we can see happening in schools in the not too distant future.

I think it is a very important starting place for a discussion of programs for students who are at risk of academic failure. Because if virtually every kid can obtain an adequate level of basic skills, then the fact that so many do not places a special responsibility on policy makers and educators.

Before we had polio vaccines, government had little responsibility for preventing polio, except to sponsor research; afterward, however, government bore a responsibility to see that polio was prevented, since it was clearly feasible to do so. We now have evidence that all but perhaps 2 to 4 percent of students can read at what we now consider an adequate grade level. With additional research and development, we can probably reduce reading failure even further. If this is true, then our responsibility as a Nation is clear: do whatever it takes to create conditions under which reading failure is prevented as surely as we prevent polio or tuberculosis.

A similar situation may be coming in other areas, not just reading, but I think we have the clearest evidence in reading. What do I mean when I say every child can learn and how do I know this? We have been successfully reviewing research on effective programs for students at risk as well as doing research ourselves for several years.

We have a book called "Effective Programs for Students at Risk" that summarizes a lot of this work. I think that some of the most effective programs we have around have to do with early reading. One that has gotten a lot of press lately is Ohio's reading recovery program which has most clearly demonstrated not only that you can make a very big difference in student reading in the first grade, but also if you do so, that students will maintain that gain and will continue to be more successful learners throughout their elementary school careers.

We are working on a program that is trying to accomplish something similar. I thought what I would do today, instead of restating what is in my paper, is to talk more in detail about that program. What I am talking about here is a program we call "Success for All." The title is very modest. It is really meant to be the commitment that we have and we feel schools should have to children.

Our usual way of proceeding with children is we provide pretty good first and second grade programs and third grade programs and those students who don't profit from those pretty good programs fall behind. They then get into Chapter 1 programs, special education, perhaps they don't receive either, but they never become good readers, good mathematicians, they never become really solid good students.

Because they have experienced failure early on, they have experienced difficulties in learning to read, they have developed poor attitudes, poor self esteems, et cetera.

The intention of "Success for All" is to try to make sure the students are successful the first time they are taught, before they fall behind and before they fall into such difficulties, to deal with student problems while the problems are small and the kids are small.

We are currently working in six schools in Baltimore with this program, one in Philadelphia, one in South Carolina, one in Eastern Maryland, one west of the Mississippi, I am sorry, we are working on it.

The program exists in different forms in each school. Some of them have significant additional funds. We call those our Cadillac schools. Some are operating under existing Chapter 1 dollars and we call those our Chevy schools. Some fall between the two in terms of the amount of funding. All of the schools are Chapter 1 school-wide projects. I want to thank the committee for making it easier to have Chapter 1 school-wide projects. I think this is an extraordinary opportunity to make major changes in schools that serve a large number of disadvantaged students.

I also see the school-wide provision as providing the opportunity for us in the educational research community to show what can be done if Chapter 1 dollars can be used flexibly to meet the needs of all children, something I think will have implications beyond the case of highly disadvantaged schools but will also apply to a larger set of schools receiving Chapter 1 dollars.

The ideas of "Success for All" you might think of as a layering approach to try to concentrate resources in the early grades to provide appropriately to the needs of children with the overall attempt to be sure children do not fall behind in basic schools, particularly in reading.

One of the most critical elements is one-to-one reading for students in first grade. We think success in reading in first grade is perhaps the most important single thing that has to be assured in an overall program of prevention of reading failure.

If you know first graders, I have a third grader and a first grader myself, and you see how much they learn between the first and last day of first grade with the students making normal, average progress, you can see if you miss the boat in first grade, that boat is long gone, way out of sight.

The children who fail to be well on the way to reading by the end of first grade are seriously at risk. I think we have now evidence and methods that will point us in the direction that we can and will insure that this need not happen.

These programs for first grade all involve one-to-one tutoring, generally use certified teachers, but not always, who work one-on-one with children who are having the greatest difficulties in reading in first grade and to a lesser extent in second and third grade for those students who are still behind.

We have made many changes in the reading program itself. We are trying to draw on the best research evidence available about what goes into a program for effective initial instruction in reading and then how to maintain that success in reading and promote it in the later grades.

So the "Success for All" program runs pre-school to third grades and extends to fourth and fifth grades. So the focus is on first graders, but we recognize that simply getting the kids up to snuff in the first grade is a critical starting point but not ending point.

We need to continue effective programs beyond the first grade to be sure that children will continue to succeed. One element of the reading approach is that the tutors teach a reading class so that during reading time all students are regrouped according to their reading level and they go into a smaller class which can be smaller because the tutors are teaching reading classes as well as tutoring the rest of the day.

So during the 90-minute reading period the students are all regrouped according to reading level in a larger number of classes. Then the kids go back to their heterogenious home rooms for the rest of the day. During the rest of the day tutors take the kids for 20 minutes tutoring sessions to support their success in the regular reading program.

There is a great deal of emphasis on the students doing oral reading, reading aloud to one another, reading to parents and others and students being very active in the reading lessons. There is also emphasis on home reading. As soon as the students have some basic reading skills, then they get trade books that they read at home for 20 minutes each evening so that they get enjoyment from reading.

They read books that they want to read. They should read not only from dittos but from materials that are of interest to them. The children are assessed in their reading every six weeks. We want to be sure that if students are having difficulty reading that we will know right away and be able to intervene. These eight week assessments are used to determine student groupings, to determine who needs further tutoring. We don't expect to tutor all year for most students.

Only the very, very worst achieving students would be expected to get it all year. We expect them to get eight weeks of tutoring, to be in good shape, and then pick somebody else to have the experience. The eight-week assessments also provide an opportunity to stop and look at every child, to be sure we are not doing well with 80 or 90 percent, but we are doing well with 100 percent or we know the reason why.

The eight-week assessments direct attention to other kinds of interventions that may be needed. Some students fail to read because their attendance is poor or they don't have adequate nutrition or they don't have enough sleep at night or they are having behavior problems or emotional problems.

The school needs to deal with those problems as well as the typical learning problems. For that purpose we provide a family support team which is composed of parent liaison or other paraprofessionals, counselor, vice principal, in some cases we can supplement that team with a social worker. The family support team tries to enlist the support of parents, tries to build good relationships between the communities and the schools and also helps with some of the individual issues such as attendance, nutrition, student behavior and the like, health problems and other kinds of things.

If we have an intention to see that every single kid will be successful, and that is our goal, every single kid by the third grade, then you have to be able to deal with more than just the instructional program. You have to also deal with the family and social problems.

Another key element of the model is a facilitator. Some have full time and some have half time facilitator. These are people whose sole job is to work with the teachers on the implementation of these changes. The facilitator works directly with the teachers in the classroom to give them feedback on what they are doing, teaches demonstration lessons, organizes opportunities for teachers to get together and share ideas about how they are implementing the various programs, runs the eight-week assessment program, checks to make sure that every kid is succeeding so nobody is falling between the cracks. The facilitator is kind of the last check to be sure that kids are going to be successful and that all students are making adequate progress and that the various elements of the program are in contact with the other elements.

One of the things we discovered and is very important which applies beyond the conquest of "Success for All," when we talk about the idea of replicating change, our experience with facilitators illustrate that if you are willing to invest in change, you can bring about systematic successful replication of change but you have to be willing to provide in-class assistance.

The idea that you provide one or two or three day in-service and then change will occur I think is clearly false. But you can have change take place at the classroom level if we are willing to invest in it and to provide that kind of classroom assistance.

We have the results of our first year of "Success for All" in the first school that we piloted with. The results were extremely positive. Basically what happened is that in the first, second, and third grades the kids got to grade level on average in comparison to the control schools where the students were at the 28 percentile in reading.

The students were also considerably ahead in pre-school and kindergarten on measure of language and school readiness. We are now analyzing the second year data from the first school and the first year data from all the other schools. It is also looking extremely positive, particularly in the more highly funded schools.

So I think that what we are showing is that if we stick with the schools over a period of time, stick with the kids from pre-school through the third grade and beyond we think we can insure that we are on-track for assuring that virtually every child can reach third grade at grade level and on time.

We have gotten rid of all retentions and almost all special education referrals. Students can reach the third grade in the mainstream on time with adequate basic skills, particularly reading skills, if we are willing to invest in the early grades and we are willing to use the most effective programs we have and the most effective means of disseminating the programs to schools, by providing training and follow-up at the school site. I don't want to pretend that every aspect of what we are doing is optimal or that we understand the effects of each part of the program. What I hope will happen is that there will be many different people, many different centers of activity that will try to solve the same problem.

I cannot tell you our answer is precisely the right answer. But I can tell you that I believe strongly that our question is the right question. The question of how to apply compensatory education dollars and other dollars to assure students succeed instead of maintaining students in a condition of partial success and partial failure for many years.

That is the trick that has to be done. That is the objective that has to be accomplished, to find ways to start off with kids so they are successful the first time they are taught, they never enter the special or remedial education population in the first place, but are successful from the word go.

I think there are many Federal policies that are necessary to bring about the condition that I have talked about here on a large scale. I think that one thing that is necessary is continued research and development of effective programs for youth in trying to get kids off to a good start. Another is continued regulatory reform as has been begun by the school wide project provisions of the recent reauthorization of Chapter 1 to allow for schools to concentrate their monies more on the early grades to use the money more flexibly to try to see that kids don't fall behind in the first place rather than to have to be used remedially when the student have already fallen behind and are already in big trouble.

My paper talks about some of those policy implications. I will leave off now and see if you have questions or concerns.

[The prepared statement of Robert E. Slavin follows:]

# Restructuring Schools to Ensure Success for All Students

Robert E. Slavin

Center for Research on Effective Schooling for Disadvantaged Students

The Johns Hopkins University

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Testimony before symposium on improving schooling for all children organized by the Committee on Education and Labor, U.S. House of Representatives, November 13, 1989.

Every child can learn. This is not a pious generalization or wishful thinking, but a practical, attainable reality that is a critical starting point for any discussion of educational reform. For if virtually every child *can* attain an adequate level of basic skills, then the fact that so many do not places responsiblity on policy makers and educators. Before polio vaccines were developed, government had little responsibility for preventing polio except to sponsor research; afterward, however, government bore a responsibility to see that polio was prevented, since it was clearly feasible to do so. We now have evidence that all but perhaps 2-4% of students can read at what we now consider grade level. With additional research and development, we can probably reduce reading failure even futher. If this is true, then our responsibility as a nation is clear: do whatever it takes to create conditions under which reading failure is prevented as surely as we prevent polio or tuberculosis.

This paper is divided into two sections. The first briefly discusses evidence on "what works" for students at risk of school failure. The second discusses federal policies and programs needed to promote the restructuring necessary to ensure success for every child.

*Effective Programs for Students at Risk*

My colleagues and I at The Johns Hopkins Center for Research on Effective Schooling for Disadvantaged Students (CDS) have been reviewing research on effective programs for elementary students at risk of school failure. The results of these reviews have been published in several locations (Slavin, Karweit, & Madden, 1989; Slavin, 1987; Slavin & Madden, 1989). In identifying effective programs, we focused on those which had been rigorously evaluated in comparison with traditional instruction, produced educationally meaningful impacts in reading and/or mathematics in schools serving disadvantaged or low-achieving students, and could be readily replicated in other locations. The programs fell into three major categories: *prevention/ early intervention, improvements in classroom practice,* and *intensive remediation.*

### *Prevention/Early Intervention*

Imagine that children are playing at the top of a cliff, and are in danger of falling off. There are two actions we could take. One is to place a fence at the top of the cliff. The other is to put an ambulance at the bottom.

In education, we almost always choose the ambulance instead of the fence. For many children, compensatory or special education services are both too little and too late. In particular, far too many children fail to learn to read in first grade and are then retained or assigned to remedial or special education programs. The damage this does to the child's self-esteem and attitude toward school can only be guessed at, but the impact on students' long-term progress in school is clear; disadvantaged third graders who have failed one or more grades or are reading a year or more below grade level are extremely unlikely to graduate from high school (Howard & Anderson, 1978; Lloyd, 1978). These students are also seriously at risk for delinquency, drug abuse, early pregnancy, and other problems (Kelly, Veldman, & McGuire, 1964)

Yet there is growing evidence that early reading failure is preventable for the great majority of students. For example, Ohio State's Reading Recovery Program (Pinnell, 1988) has demonstrated that more than 80% of the lowest-performing 20% of students in most reading classes can be successfully taught to read by use of specially trained tutors providing one-to-one instruction, and need no further remedial services though the elementary grades. Other one-to-one tutoring programs, such as Programmed Tutorial Reading, Prevention of Learning Disabilities, and the Wallach Tutorial Program (Dorval, Wallach, & Wallach, 1978) have also shown substantial positive effects of tutoring on the reading achievement of very low achieving first graders (see Slavin, Karweit, & Madden, 1989). Our own Success for All program (Madden, Slavin, Karweit, & Livermon, 1989; Slavin, Madden, Karweit, Livermon, & Dolan, 1989) also uses one-to-one tutoring as part of a comprehensive restructuring of elementary education. Success for All is described later on.

Studies of one-to-one tutoring programs and of Success for All indicate that success in reading may be achieved for the great majority of at-risk first graders. Coupled with evidence about what happens if students do not succeed in reading in the early grades, there is a strong rationale for early and intensive intervention.

Two additional major categories of preventative interventions are preschool and extended-day programs. Research on preschools finds short-lived but important effects on language skills and IQ (Karweit, 1989a; McKey, Condelli, Ganson, Barrett, McConkey, & Plantz, 1985), and similar effects are found for full-day (as compared to half-day) kindergarten programs (Karweit, 1989b). Long-term effects of preschool participation on high school graduation rates and other variables (but not academic achievement) have also been reported (Berrueta-Clement, Schweinhart, Barnett, Epstein, & Weikart, 1984). Regardless of the long-term effects, however, the well-documented short-term effects of preschool and extended-day kindergarten programs are probably valuable as part of a comprehensive early prevention plan in that they almost certainly increase the chances that intensive reading programs will be effective for at-risk children.

### *Improvements in Classroom Practice*

The cheapest form of prevention and the one with the broadest potential effects is improvement in the instruction given to students in the first place. Improvement in classroom practice can be brought about in many ways, from improving selection or preservice training of teachers to specific training in classroom management skills or improved methods of delivering traditional instruction. However, in studies of at least a semester's duration in schools serving disadvantaged or low-achieving students, the instructional interventions we found to be most effective were ones that were quite different from traditional instruction (Slavin, Karweit, & Madden, 1989). They fell into two broad categories: continuous-progress models, and cooperative learning models.

In continuous-progress methods, students proceed at their own pace through a sequence of well-defined reading or mathematics objectives. They are taught in small groups composed of students at similar skill levels (but often from different homerooms). Students are frequently assessed and regrouped based on these assessments. Examples of successful continuous-progress models range from the highly structured and scripted DISTAR Program (Becker & Carnine, 1980) to such programs as U-SAIL (Hales, 1983) and PEGASUS (Hendress, 1979) which use similar flexible groupings and skill hierarchies but adapt to existing curriculum materials and teaching methods.

Cooperative learning methods involve students working in 4-5 member learning teams to master material initially presented by the teacher. Cooperative learning methods have been successfully used in a wide range of subjects and grade levels (Slavin, 1989). But those which have been most successful in long-term studies involving disadvantaged students have been two comprehensive models which combine cooperative learning and continuous-progress approaches. These are Cooperative Integrated Reading and Composition (Stevens, Slavin, Madden, & Farnish, 1987), and Team Assisted Individualization (Slavin, 1985).

The advantages of using classroom change models to prevent learning problems from developing are apparent. Students who learn successfully the first time they are taught are sure to feel better about themselves and the subject they are studying than are students who require any form of remediation. All the problems of coordination between regular and remedial or special education teachers are avoided.

The cost of classroom change is trivial compared to that of remediation; for the cost of only two students in a Chapter 1 pullout model (about $1,000 per year), any classroom could undertake a first-rate implementation of any of the classroom change methods listed above, complete with materials, extensive training, expert and/or peer coaching, in-class follow-up, and so on.

### *Intensive Remediation*

One of the most vexing features of traditional practice in remedial and special education is the fact that students often receive such services year after year with little chance of ever getting to a level of performance that would enable students to profit from regular classroom instruction without additional services. The problem is that remedial and special education services are typically mild interventions, students are taught in smaller groups and may receive additional minutes of instruction, but at best this may keep them from falling further behind rather than accelerating them toward age-appropriate performance.

Remediation should always be the last option in a comprehensive restructuring program, used only when prevention and classroom change have been inadequate. When remedial programs are needed, however, they should be intensive and fully adapted to students' unique needs, achieving or simulating the one-to-one tutoring setting. For example, perhaps the most effective remedial programs are structured peer tutoring models, such as Training for Turnabout Volunteers and SCORE, and volunteer programs such as the School Volunteer Development Program (see Madden & Slavin, 1989). The one-to-one tutorial model can also be simulated by responsive and sophisticated forms of computer assisted instruction, such as the Computer Curriculum Corporation's programs (Ragosta, 1983), although the effects of CAI are highly variable and typically much smaller than those of tutoring (see Madden & Slavin, 1989).

### *Comprehensive Restructuring to Ensure Student Success*

The day a group of four- or five-year-olds enters school, the school district can predict that a certain proportion of them will experience learning problems (although it is not possible to reliably predict *which* students will have problems). Schools need to have a comprehensive plan designed to do whatever is necessary to see that the number and severity of learning problems is small in the first place, and that intensive interventions are applied when any problems do appear. The most essential goals of early and elementary programs must be to see that all students leave the elementary school with a firm basis in basic skills, a positive self-concept, and a love of learning. Assuring this outcome as a minimum standard for all students requires phased interventions throughout students' school careers.

One example of a comprehensive plan of this kind is our Success for All program (Slavin et al, 1989; Madden et al, 1989), currently being implemented and evaluated in six schools in Baltimore plus one each in Philadelphia, Charleston, South Carolina, and rural Berlin, Maryland. All but one of these schools (the one in Berlin) is a Chapter 1 schoolwide project, meaning that at least 75% of students receive free lunch and all students can benefit from Chapter 1 monies.

The Success for All program uses many of the programs identified in our review of effective programs for students at risk (Slavin, Karweit, & Madden, 1989). It usually provides developmentally appropriate preschool and extended-day kindergarten programs, and always provides one-to-one tutoring to students in grades 1-3 who are having the greatest difficulty in reading. The tutors are certified teachers who also teach a reading class, reducing class size in reading. Success for All schools use a specially designed beginning reading curriculum which uses phonetically regular minibooks, whole-class instruction, partner reading, story telling and retelling, and other elements derived from research on early reading instruction. Beginning at the primer level, a form of Cooperative Integrated Reading and Composition (Stevens et al., 1987) is used. Students are assessed in reading every eight weeks, and the assessment results are used for grouping and to determine which students are in greatest need of tutoring. Cooperative learning programs are also used in writing/language arts and in mathematics.

A program facilitator works in each Success for All school to help teachers implement the program, and a family support team helps build positive school-home relations deals with problems of attendance, behavior, nutrition, health, and so on.

The goal of Success for All is to see that every student ends the third grade at or near grade level in reading and other basic skills and maintains that level through the fifth grade. Retentions and special education referrals are reduced or eliminated. The idea is that by use of strategies to prevent learning problems (preschool, extended-day kindergarten, research-based instructional programs, family support) and to provide early and intensive interventions when learning problems appear (tutoring, home interventions for attendance and other problems), virtually all students can succeed on time and in the mainstream. Results from the first year show that the program is on the way toward meeting its goals; reading achievement in grades 1-3 approached the 50th percentile on individually administered reading tests (the control group averaged at the 28th percentile), and retentions and special education referrals were drastically reduced (see Slavin, Madden, Karweit, Livermon, & Dolan, 1989).

### *Policy Implications*

If we know we *can* make a substantial difference in the achievement of low-performing students, then we have a moral imperative to ensure that we *do* make that difference. But how can we bring about a state of affairs in which school districts are choosing from among proven programs, implementing these programs effectively, and producing a measurable benefit for their at-risk students? To do this on a national scale, we need many changes in legislation, funding, and practice. These are sketched out in the following sections.

1. Establish a valid list of effective programs for at-risk students.

The first task to be accomplished is to compile a set of existing instructional programs which we can agree show substantial evidence of instructional effectiveness. Educators are bombarded with claims that one or another program is effective. Distinguishing programs with rigorously evaluated, consistent effects from those with less convincing evidence is essential.

School districts must have reasonable confidence that their investment in a particular program will pay off in student achievement gains.

A mechanism that already exists for identification of effective programs is the U.S. Department of Educations's Joint Dissemination Review Panel (JDRP), which reviews programs developed under federal funding to see if they present adequate evidence of effectiveness. Programs which pass JDRP review are eligible for funding and dissemination through the National Diffusion Network (NDN).

The JDRP-NDN process is conceptually sound, but has many flaws in practice. First, the panel has tended to look for programs with large effects, but has paid less attention to experimental design. This has led to the acceptance by JDRP of many projects which used fall-to-spring percentile or normal curve equivalent (NCE) gain as criteria for program effectiveness; the majority of the more than four hundred JDRP-approved programs used such designs, which have recently been found to greatly exaggerate program effectiveness (see Gabriel, Anderson, Benson, Gordon, Hill, Pfannenstiel, & Stonehill, 1985). Second, the evaluations presented to JDRP may represent atypically effective sites rather than effective programs. Third, many programs approved by the JDRP were developed to meet local needs, and do not lend themselves to replication elsewhere.

What we need is a much shorter list of proven programs which could be used effectively to prevent school failure. The programs mentioned earlier represent a "first pass" at such a list, but there is a need both for a broader set of effective programs and for better research on these programs.

2. Provide resources to help districts adopt effective practices.

Once we have a list of effective models which could be used to meet the needs of students at risk, we will need a mechanism for getting these programs successfully implemented in schools, particularly Chapter 1 schools. There are many ways this could be worked out. For example, state or regional Chapter 1 Effectiveness Centers might be established with staff trained in the various effective models and in successful dissemination/implementation practices. These centers might conduct intensive staff development programs with teams of teachers and administrators from various districts, as in California's highly successful Multi-District Teacher Training Institutes (see Calderon & Marsh, 1987). Alternatively, state-level agencies might be established to bring developers of effective programs into local districts, much as the NDN's State Facilitators do now. At the local level, some proportion of Chapter 1 funds or additional funds earmarked for this purpose could be set aside to pay for training, followup, and evaluation of effective models.

3. Fund research and development of new effective models.

Many of the effective programs we identified are very old. Most were developed in the 1960's and early 1970's when federal money was available for program development. However, since the Nixon administration, there has been little federal support for the kinds of comprehensive development and evaluation of instructional programs which have the greatest promise for making substantial differences in the achievement of at-risk students. It is important to provide school districts with a wide range of effective programs to choose among and to place a substantial commitment behind a serious, long-term effort to translate the knowledge about teaching and learning accumulated over the past twenty years into coherent, comprehensive instructional programs for students at risk. Billions have been spent on Chapter 1 activities, millions on Chapter 1 evaluation, but not one cent has been spent on development and evaluation of research-based programs specifically designed to use Chapter 1 resources to prevent or remediate learning problems.

What is needed is a sizeable, long-term commitment to creation of effective programs for at-risk students. Several groups of researchers and developers should be funded to follow a rational sequence of development, pilot testing, small-scale evaluation, large-scale evaluation by developers, and large-scale evaluation by independent evaluators. Some projects already in existence might be able to begin at some point in the middle of this sequence, while others might need to begin at the conceptualization stage. The idea, though, would be to get the very best minds in educational research and development (and related fields) working toward a well-defined objective of enormous importance: prevention, early intervention, and remediation of learning problems among students at risk of school failure (see Slavin, 1987).

4. Establish independent evaluation centers.

Evaluations of programs by external, independent evaluators would be essential in ensuring the believability of program effects. If we are to invest heavily in a small number of programs, it is critical that we are able to place a great deal of faith in their evaluations. The federal government should fund one or more independent evaluation centers, whose job would be to oversee and assist in independent program evaluations conducted by state and local education agencies and to conduct evaluations of their own.

These independent evaluations are a critical final step in the development-evaluation sequence described earlier. Among other things, the knowledge that their products would ultimately be subjected to independent evaluation on valid achievement measures not specifically keyed to their own approach would force developers to conduct high-quality evaluations themselves and to avoid designing strategies which essentially "teach to the test."

Obviously, it would be several years before newly developed programs could be ready for the independent evaluation. However, the independent evaluation centers could begin by evaluating the most promising of existing programs, such as those discussed earlier.

*A Penny Proposal*

Imagine that we had a set of instructional programs that we knew to be instructionally effective (if properly implemented) for students at risk of school failure. Imagine that we knew what was required to implement and maintain these programs and there were adequate resources available to provide the training, support, and followup needed to implement them. Such a state of affairs would completely alter the situation we face now with respect to the education of students who are at risk for school failure. We would no longer have excuses for failing to provide the most effective interventions for the neediest students; to do so would properly be seen as being as unacceptable as withholding effective medical treatment from children with curable diseases.

To bring about this situation, the most important and least expensive requirement is a long-term commitment of funds to get the best minds on the problem. It is shameful that in the 4.1 billion dollar Chapter I program there is nothing allocated to ensuring that the programs bought at such cost actually pay off in significant acceleration of student achievement. Yet a penny on the dollar would do it. A penny on the dollar would mean $41 million allocated solely to research and development of effective Chapter 1 programs. This is such a small portion of the total Chapter 1 appropriation that it could be raised virtually without reducing services to children.

Can we afford to spend one percent to make the other 99% of Chapter 1 funds pay off? A better question is can we afford *not* to do so. No one who looks dispassionately at the results of well-designed evaluations of existing Chapter 1 programs can possibly conclude that we are using Chapter 1 resources to maximum advantage. We know that disadvantaged and low achieving students can learn. When they fail, it is the system that has failed them. Perhaps at $500.00 per student, Chapter 1 in itself may not be able to "break the cycle of poverty," but for $5.00 per student we can certainly break the cycle of poor programs for students at risk. It is imperative that we do so.

Once we have a clear idea of which programs or combinations of programs can ensure success for virtually all students, then existing Chapter 1 or other federal funds can be shifted to support these programs. In addition, it is likely that state and local funds would be devoted to this purpose. What we need is sure ways of turning money into success for all students, and it is to that end that federal policies must be directed.

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The **Chairman**. Thank you, Mr. Slavin.

As we indicated, we have since restricted these forums in such a way that we deliberately don't want to ask questions because we don't want to get into anything that may in any way detract from your prepared statement. We want to allow witnesses full freedom to say something even though we may disagree with it.

Personally, I don't know of anything with which I would disagree. But we certainly express the appreciation of the committee for your accepting the invitation. I think your statement really speaks for itself. It is a very comprehensive and very profound statement.

Mr. Goodling.

Mr. **Goodling**. As a clarification, did I understand you to say that your one-on-one tutoring program comes from Chapter 1 money? Is there no other money that goes into it?

Mr. **Slavin**. This varies between the different schools. I talked about the Cadillac and Chevy versions of the program. The Chevy form of the program uses existing Chapter 1 dollars that are concentrated with the younger kids and are at the level that would be applied to school-wide projects. This is in Baltimore where there are 30 new school-wide projects in the elementary schools.

Basically all 30 of those schools got the same level of funding. We took that level of funding and used it as a basis for hiring tutors and for primarily hiring tutors and family support staff. We did supplement slightly the Chapter 1 money with money for materials that were not the traditional materials the schools were using and also the half time facilitator.

Mr. **Goodling**. Did you encourage volunteers to participate?

Mr. **Slavin**. No, because we wanted to create conditions that could exist in any school. If you start getting a lot of volunteers involved in a particular school, large numbers of volunteers, we could have scoured Baltimore and concentrated volunteers in that one school and made a big difference in that one school.

But we wanted to create conditions that could be replicated in any Chapter 1 school or any school-wide project in the country.

We do encourage volunteerism among the parents who happen to live in the community. So we have some level of parent volunteering within the program. but we did not encourage volunteers from outside the community to come into the schools.

Mr. **Goodling**. How long has this been going on?

Mr. **Slavin**. We are just beginning the third year with the first school, Evanston Elementary in Baltimore. We are in the second year with most of the other schools. Some are starting this year. We expect to follow the kids for many years because part of what we are betting here is that we will be able to help students out of Chapter 1 services, out of special education and have a greater success in the middle school and beyond. We will be assessing that over time.

The **Chairman**. Well, thank you again, Dr. Slavin. We appreciate it. The continuation of the forum will be at 9:30 tomorrow morning. We will proceed throughout the day. That concludes the hearing for today.

[Whereupon, at 1:55 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

NATIONAL
CENTER
ON
EFFECTIVE
SECONDARY
SCHOOLS

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November 10, 1989

Congressman Augustus Hawkins
c/o Barbara Dandridge
Committee on Education and Labor
2371 Rayburn House Office Bldg
Washington, DC 20515

Dear Congressman Hawkins:

I regret that previous commitments prevent me from meeting with the Committee on November 13. Please consider this my response to your kind invitation of October 20.

One of the major problems of education is that we don't know enough about how to teach all children effectively within the current educational structures. We have made progress in developing a solid knowledge base, and to demonstrate this I enclose a summary sheet which describes what the National Center on Effective Secondary Schools has accomplished - in less than four years. Still, there is much to be learned. Unfortunately, OERI has proposed not to continue funding for either an elementary or secondary research center beyond November of 1990. Without continued, center-based, research on the unique problems of reform in elementary, middle and high schools, school improvement programs will be less well-informed. Our views on this matter have been communicated in more detail to Lawrence Peters in conjunction with hearings held recently by Congressman Owens.

Education reforms have dealt with increased course requirements, teacher salaries, testing, effective schools models, special programs for students at risk, school-site management, and teacher preparation, but our research on high schools indicates that these efforts have failed to remedy at least three problems that lie at the heart of significant educational progress.

The first is that most students experience school as a series of fleeting, fragmented tasks that often make little sense, that have no apparent connection to students' lives, and that provide little opportunity for students to use their minds to create something of value. Students may learn (temporarily) about countless subjects, and they may complete skill-building exercises, but these efforts are rarely applied or integrated into authentic discourse. In short, students don't learn to have thoughtful conversations (written or oral) about important topics. This is most evident, perhaps, in poor job performance, but also in the low quality of civic dialogue and in the failure to successfully manage one's personal affairs. To attack the mindlessness of schooling is a complicated project, but one important step is to reduce the pressure for coverage in the curriculum. We must teach less material, but in greater depth so that students can apply it in creative ways to their own experience. This will involve changes in curriculum requirements and also new forms of assessment that require students to talk and write thoughtfully about important issues.

The second main problem is that the changing structure of the American family, increased ethnic diversity, a widening gap between rich and poor, and the growth of bureaucracy and centralization have all contributed to a decline in the sense of community. This robs children of the critical social support they need to succeed in school. To work hard and invest themselves in school, students need hope in the future and faith in themselves, but these cannot be nurtured in the absence of long-term trusting relationships with adults who represent positive role models. The effective schools movement touches on this by stressing high expectations for all students, but this concern for cognitive achievement has to be buttressed by more comprehensive personal support. We can no longer assume that these needs will be met by family, church, and other private voluntary sources. Instead community-wide efforts that include schools are needed to offer the long-term personal bonding and care required for student success in school.

If these issues are to be addressed productively within high schools, we have to consider the difficult demands they present to teachers and how the school as a workplace either helps or gets in the way. Beyond the familiar problems of too many students to teach, and inadequate instructional materials, we find a more fundamental deficiency in the way teachers' work is organized: they have almost no opportunity to seek and receive help from one another or to develop innovative collective solutions to problems of curriculum, teaching and student support. Research shows that teachers usually work in isolation, but when they have the opportunity to work in teams and to develop collective ownership of new programs, they can invent creative solutions which improve their skills, their morale and the achievement of students as well. Meaningful educational innovation requires staff ownership and that ownership is best built upon school-site development through collegial relationships.

At this point I am not prepared to comment on specific legislation that would best deal with these problems. But I would be pleased to comment on such matters in the future.

Thank you for the invitation to comment, and best wishes for a successful symposium.

Sincerely,

Fred M. Newmann

Fred M. Newmann, Director
Professor of Curriculum and Instruction

cc: Andy Porter, Gary Wehlage, Anne Lockwood, John Palmer

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## National Center on Effective Secondary Schools
## Summary of Accomplishments
## December, 1985 - October, 1989

### Overview of the Mission

Based on the concerns of teachers, administrators, and parents, the Center has focused on the problem of how to engage students in academic work. Previous research shows that this cannot be accomplished simply by changing course requirements, adopting new texts, training teachers to use new teaching techniques, or mandating testing. Increasing high school students' engagement in learning requires instead a comprehensive look at many aspects of the student's learning environment and an effort to integrate promising reforms in several areas simultaneously. The Center has studied five main areas: how to promote higher order thinking in the curriculum; how to build successful programs for students at risk; how ability grouping and the quality of instruction interact to affect engagement and achievement; how student experiences in the family, peer group, extracurricular activity, and on the job affect school engagement and achievement; and how to improve the quality of teachers' worklife. A better understanding of each of these areas will contribute to a more comprehensive effort to enhance student engagement and achievement. In addition to these research projects, the Center has published several research syntheses on topics critical to secondary education and special reports on new forms of testing and assessment.

### Key Findings and Products

For each project we summarize illustrative findings and productivity in publications (which include items published and accepted for publication).

**Higher Order Thinking.** Students are more engaged in classes that promote higher order thinking. Exemplary social studies departments can achieve high levels of thinking with students of all ability levels when the department chair and principal support programmatic efforts in this direction. For most schools, however, serious obstacles stand in the way, especially the pressure to cover material and teachers' sense of inadequacy in conducting discussions. Publications: twelve articles and one book.

**Programs and Policies Affecting At-Risk Youth.** At-risk youth differ dramatically in social background and needs, but successful programs find ways to personalize their education. The programs build a sense of school membership through a professional culture that emphasizes teachers' moral responsibility to educate all students and by offering teachers opportunities for educational entrepreneurship to develop new programs. The programs often increase student engagement by modifying the formal academic curriculum to apply more directly to students' experience. Publications: ten articles and one book.

8 November 1989

TO: The Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
U.S. House of Representatives
2181 Rayburn House Office Building
Washington, D.C. 20515

FROM: Dr. Donald M. Clark
President and Chief Executive Officer
National Association for Industry-Education
Cooperation (NAIEC)
235 Hendricks Blvd.
Buffalo, NY 14226-3304
716/834-7047

RE: Written Testimony Submitted for the Record to the Committee on Education and Labor on Hearings on the Status of Public Education and Recommendations for Improving Our Schools scheduled for 13-15 November 1989, Washington, D.C.

Mr. Chairman, I appreciate the opportunity to present my perspective on the state-of-the practice in public education and recommendations on what must be done in improving our schools. My views are based on 32 years in education as a former public school teacher, district school administrator, certified school superintendent, former undergraduate and graduate college professor and administrator, and experience in corporate management, extensive mil'tary service culminating with assigments at Department of Army level, and radio and television. Over the past 20 years, I have held leadership positions in the industry-education collaborative movement, and am entering my 11th year as Chief Executive Officer of the National Association for Industry-Education Cooperation(NAIEC) headquartered in Buffalo, New York.

Information on the mission and scope of NAIEC's national program is attached to this statement.

## STATE-OF-THE PRACTICE IN PUBLIC EDUCATION

Public education in the nation is a mess. There is a crushing amount of evidence to make it painfully clear that a great majority of the more than 15,000 school districts operating in the US, including those serving the more affluent communities, are close to bankrupt when it comes to producing the learning neededby students, communities, and the nation as a whole.

Our schools have already dumped millions of shockingly undereducated "graduates" and dropouts on society. Reasons? Pick your favorite: drugs, alcohol, violence in the schools, lack of self discipline, apathy, outdated curricula, out-of-wedlock pregnancies, television, poor diet or uninvolved parents.

The most conspicuous response to the education morass has been a ferment of proposals and agendas in the state legislatures in the name of school reform. Yet, little, if any substantive reform or improvement in public education has occurred during this decade. What we are witnessing is an educational crisis in our nation, and the situation continues to deteriorate while the federal government's response can be characterized by proposals that focus on programs such as adopt-a-school by business, "partnerships", and rewards for "merit schools"-- that have little, if any, impact on school reform/improvement.

During the past decade starting with the "Nation-at-Risk"[1] report in 1983, we have seen a regular flow of redundant task force reports on school reform authored by policy issue types and researchers who have occupied their time by continually redefining the problems in education but offer no solutions that have any merit to educational practioners in the field. No wonder, since most of these individuals haven't spent a day in their careers with on-site classroom or administrative responsibilities in the public schools.

We see and hear the same people churning out the school reform rhetoric at conferences and meetings and cranking out articles that represent a lack of understanding on the scope and enormity of what must be done in furthering school reform/improvement. The Washington establishment hasn't heard from the practicioners in the field of public education in recent years; the policy issues types have monopolized the school reform movement with their misdirected taskforce reports and studies.

Educational summits whether sponsored by the White House or Congressional Committees are getting us nowhere. Conferences sponsored by leading business organzations in which chief executive officers search for a coherent reponse to the educational crisis miss the central purpose of school reform. The business community also has a crisis on its hands -- employers are running out of qualified workers. Industry leaders such as David Kearns Chairman of Xerox Corporation recognize that the survival of business depends on our schools -- the primary human resource delivery system to the workplace -- and substantive progress in improving our schools is not going to be achieved by concentrating on a school here and a classroom there. The entire educational system needs help, and industry has a central role in the school reform process.

In examining the causes for the crisis in our public schools, it is the parents who bear the primary responsibility for the mess in education. Dominantly, today's parents want our public schools to take custody of their offspring, send home unalarming report cards, and otherwise not bother them. Parents should be involved with their children's education at home, not in the school. They should see to it that their children are not truant, make certain that sufficient time is allocated to homework, scrutinize the report card, and ensure that their child enters the classroom appropriately dressed with a self disciplined attitude and a respect for authority and rules. Once this is accomplished, teaching and learning take place.

Boards of education, by their actions, do not fully understand what must be done in fostering school improvement. They devote far too many hours to trivial matters, are burdoned by paperwork, and devote much of their time to budgets and buildings, and usually nothing to education in its pure sense. Boards are antique devices elected in most communities by a handful of voters, and few know much about what they do, or how. The best boards, it would follow, are those that permit an exceptional school superintendent pushing for reform to move ahead, with minimal constraints.

School superintendents should provide the leadership in reshaping the school program. Yet, their status is precarious. Turnover among chief school officers averages five years. The typical school superintendent is caught between a growing crisis in the schools and a board of education that holds him/her hostage. Add to this situation the media that is preoccupied with discussing the school's failure as an institution highlighted by sharp, biting, negative stories. In sum, the chief school officer is put in an untenable position constrained in taking risks to effect change in the system.

When criticism, complaints and unfriendly inspection are directed at public schools, who becomes the primary target, and often, the victim? Teachers, of course. I often wonder how today's public school teacher functions in a stressful climate characterized by major discipline problems, students coming from a counterproductive home and community, and confronted with a demographic mix represented by a growing number of economically and educationally disadvantaged individuals, children of single parent families, disabled, and the non-english speaking. Most teachers are unable to cope with this situation; they are underpaid and fed up with being the targets of ill-informed critics.

We can't expect to retain faculty in our public schools or recruit talented individuals to the teaching profession based on these substandard working conditions. Further, for some strange reason, boards of education expect teachers to be change agents without allocating the necessary time and budget support for professional staff development. This is usually the bottom line in a school budget.

Add to the turmoil within public education -- the state and federal mandates that require school compliance, special interest groups that impede rather than promote school improvement, school buildings that require repair and upgrading, the need for updated instructional materials and equipment, far too many administrators and "specialists" telling teachers what to do (usually people at different levels who seldom can speak from demonstrated expertise or success), mayors who are turning up the flame on both boards of education and city superintendents because they refuse to watch their cities sink as their schools do not do the job, and the media which is preoccupied with negative reporting on school affairs.

Finally, let's not forget the failures of schools of education at our institutions of higher learning to provide the quality of professional training required for effective teaching. Schools of education should be held accountable for the bankruptcy in the great majority of our public schools when it comes to producing learning needed today by students and the nation alike. They offer nothing in the way of leadership in preparing educators entering the teaching profession to develop and implement innovative programs and strategies geared to a changing workplace and society.

We have the situation in which schools of education are confronted with the need to provide leadership for an educational system in crisis and not knowing what to do. Where are the delegations of outraged citizens, angry employers, and other critics of our public schools? You guessed it -- at board of education meetings, when they should be gathering at the college and university doors where education departments are floundering badly trying to figure out what they should be doing.

No wonder the school reform movement(s) of the past six years have bubbled and sizzled. They have been to a large extent rhetorical exercises and have not materially changed the school program or the top-heavy bureaucracies that preside over public education.

## WHAT MUST BE DONE IN IMPROVING PUBLIC EDUCATION

1. At the outset, we need to define the central purpose of school reform (improvement). We have read and heard school reform expressed in terms of higher academic standards, longer school days, higher teacher salaries, and recruiting more qualified people into the profession, for example. These are

secondary factors in improving education. The primary purpose of school reform is to effect a more responsive academic and vocational program that better meets student needs, particularly in preparing them for a productive role in the world of work.

2. There is a need to recognize that the entire educational system needs help and business/industry has a major role in improving our educational system -- not on the basis of a school here and a classroom there -- but directly participating in the school improvement process through a broad based business/industry/education alliance at the local level.

3. The schools need employers' volunteer resources -- personnel, facilities, materials and equipment to develop a more responsive program that better meets the needs of both students and employers. The survival of business depends on the quality of the human resources exiting from public schools. Business/industry's competitive edge in the international marketplace is directly tied to the quality of and performance in our educational system.

4. In order for business/industry to participate directly in improving the total school program, the first step is getting organized into a formal structure -- a broad based alliance -- that has, as its primary purpose -- furthering school reform, improving the school to work process, and human resource and economic development. The Industry-Education Council model is the appropriate and proven vehicle for employer/education collaboration. The National Association for Industry-Education Cooperation(NAIEC) has been in the forefront over the past 25 years promoting and helping communities establish this mechanism -- the Industry-Education Council (IEC) at the local level.

5. The IEC is an incorporated 501 (c) (3) tax-exempt-non-profit advisory organization with a board of directors composed of the power structure of business, education, government, labor, and the professions. It umbrellas either a school system, labor market area, or region and serves both public and postsecondary education. Chief executive officers, the president of the chamber of commerce, chief school officers (public and postsecondary), members of boards of education/trustees, department of commerce and economic development agency directors, mayors, and labor officials make up the typical IEC organization. There is staff support through the office of the IEC Executive Director.

6. The IEC is funded primarily by the education sector, and it focuses on furthering the school improvement process through: (1) cooperative planning, (2) curriculum revision and the infusion of career education throughout all subject areas and at all grade levels, (3) staff development of teachers, counselors, ad-

ministrators, and other support staff on an intensive, continuous basis, (4) upgrading instructional materials and equipment, and (5) improved educational management.

7. The IEC, therefore, is the cost-effective collaborative mechanism that concentrates on the real reason for business/industry participation in education -- school improvement. This approach differs significantly from the "partnerships-in-education" rhetoric we've been drowning in over the past decade. Business-education partnerships in the 1980's can best be described as "tinkering at the margin" in improving our educational system. There is a preoccupation with student oriented activities such as field trips, resource people in the classroom, and student internships -- all needed and useful, yet not related to school improvement whatsoever.

8. There has been a good deal of good intentioned horsing around with employer involvement in education during this decade. The "partnerships-in-education" is a movement going nowhere -- one that has missed the real reason for employer participation in education -- school improvement through a formal structure such as the IEC. As a result, the state-of-the-practice in business/industry/education in 1989 -- in the aggregate -- remains uncoordinated, unstructured, duplicative, fragmented, and conducted on an ad hoc basis. We have wasted an entire decade in business/industry/education collaboration by ignoring the lessons of the 1960s and 1970s when IEC's were being established and directed at school improvement with career education at a major thrust.

9. Industry-Education Councils exist in states such as California, New York, Georgia, Colorado, and Arizona. The Canadian Chamber of Commerce formally adopted the IEC model for all Canada in September 1988. The National Association of Manufacturers, for example, has been an advocate of IECs for the past 20 years

10. At the state level, there is a need for an industry-education coordination function within state education departments in order to facilitate the interaction between the many external private and public agencies and organizations with the education establishment. New York institutionalized this function in the 1970s and Alabama, for example, established this coordination function -- again within the state education department setting -- in the 1980s. The National Association for Industry-Education Cooperation has, as one of its major goals, been active over the years in assisting state education departments in this particular area.

## NEXT STEPS

- Before we get both business/industry and education to act within the structure (IEC) and the process (school improvement) previously cited, we need to get their attention, then raise their level of awareness -- not through another CEO conference hosted by major business groups or an "education summit", but a series of regional conferences in which the real reason -- school reform/improvement -- is articulated and practicioners highlight how business/industry jointly pursue school reform/improvement and preparation for work through an organized broad based alliance at the local level. Here I refer to the IEC structure, not coalitions or arragements such as the Boston Compact which are neither long termwor directed at school reform/improvement.

- The US Department of Education would be the appropriate agency to conduct these regional conferences coordinated through their its regional office network and in cooperation with the National Association for Industry-Education Cooperation(NAIEC). Decision-makers from business/industry and education (public/postsecondary) would be invited to participate by the ED Secretary's Regional Representative. This would be a general information conference on business/industry/education collaboration in school reform to be followed by a training program developed by NAIEC and offered to those who express an interest in establishing an IEC and the school improvement process.

- Legislation should be enacted as soon as possible to restore federal funding for career education. The career education movement in the 1970s and early 1980s originated in the Office of Career Education at the US Department of Education under the direction of Dr. Kenneth B. Hoyt. It is puzzling as to why no mention of career education has been made in the over 30 major reportson school reform during this decade. Career education concepts need to be infused into all subjects in order to provide students with an understanding of how their subjects relate to various career fields; opportunities for self assessment of their interests, knowledge, abilities ands capabilities; and an occupational information delivery system necessary for making career choices. Dr. Kenneth B. Hoyt has developed a Business/Industry/Education Career Development Legislative Draft which addresses (1)school reform, (2) preparation for work throughout the entire educational system, and (3) a broad based formal business/industry/education alliance such as the IEC -- all wired together and built upon a solid based of research and results from the career education movement of the previous two decades.

- The changing demographics are a major challenge to the schools, and as previously stated, professional school staff simply cannot at this time cope with this new mix of students. Employers also face this problem in integrating new work entrants into the labor force who come from an economically and educationally disadvantaged background lacking basic skills along with those who are disabled and non-english speaking. A study is needed on how business/industry and education can develop a joint response to the changing demographics in our schools and in the workforce. The typical federal response is to throw money at a short term project for a discreet group such as minorities or an activity for dropouts involving a school here and a classroom there.

## SUMMARY

School reform over the past decade has been a charade. We have a human resources crisis both in our schools and in the workplace and we've wasted these years in redefining the problem in our schools; heard calls for "restructuring" education without understanding that organizational change comes slow in education, and it's the educators who need the appropriate knowledge and skills in order to effect change in the school program; witnessed the failure of business-education partnerships in having an impact on school reform; and have been buried with an avalanche of redundant literature by non-practictioners on school reform and partnerships in education.

The situation is going to worsen in American education. It's time for employers and educators to get their act together and form a broad based formal industry-education structure such as an IEC and address improving education through the process previously outlined in this discussion. Education is seriously underfunded, and nothing less than the scale of a Marshall Plan will begin to bring the changes needed to meet human resource needs now and through the 21st century. We've had enough of band-aid solutions by the public and private sectors. The potential for a strong and effective business/industry/education alliance directed at school reform/improvement is there --- the problem is, that it has always been there.

THE END

## WHAT NAIEC IS

The National Association for Industry-Education Cooperation is the **nation's principal advocate** for fostering industry-education cooperation/ partnerships in school improvement and economic development.

Established in 1964, **NAIEC is the national clearinghouse** for information on industry involvement in education.

The Association **believes** that industry has a central role in helping education reshape its total academic and vocational program in a coherent, systematic manner so that it is more responsive to the needs of both students (youth and adults) and employers. **NAIEC** exists to provide this focus.

As a national voluntary non-profit 501 (c)(3) organization, it represents a broad base of membership from corporations, trade associations, school systems, colleges and universities, an affiliated network of industry-education councils, state education departments, government agencies, labor organizations, and professional groups.

**NAIEC** has the experience, credibility, track record, and capability to make things happen. It has received a Presidential Citation and other awards for outstanding work in furthering school improvement and economic development at the local and state levels.

## WHAT NAIEC STANDS FOR

**NAIEC'S** programs are based on the following fundamental convictions:

1. A *formal structure* such as an *industry-education council* provides the most cost-effective partnership mechanism through which industry can channel its voluntary resources into the total academic and vocational program.
2. The *primary areas* for industry-education joint efforts directed at *school improvement* are: cooperative planning, curriculum revision, inservice training of school staff, upgrading instructional materials and equipment, and improving educational management.
3. An *industry-education coordination function* at the *state level* is essential in helping unify the interaction between education and the employment community in the areas of school improvement and economic development.

## HOW NAIEC SERVES

**The Association fulfills its objectives by:**

- Establishing **Industry-Education Partnerships/Councils** and providing technical assistance on operation and programming related to school improvement.
- Conducting workshops, seminars, and regional conferences highlighting **leadership development** in industry-education cooperation.
- Installing staff development programs such as **Community Resources Workshops** designed to improve instruction and curriculum through the use of local industry and other community volunteer resources.
- Serving as a national clearinghouse for **industry sponsored educational materials**, operating information services, conducting program evaluation, and initiating research and policy studies.
- Promoting innovative **career education** and **entrepreneurship** programs and materials and **school based job placement**.
- Developing, publishing and disseminating new and **improved program information** and **materials** through newsletters, journals, films, and resource guides and conducting an annual **national showcase conference**.
- Maintaining **active liaison** with other major organizations and associations involved in industry-education partnerships such as the U.S. Chamber of Commerce, American Association of School Administrators, National Alliance of Business, American Society for Training and Development, and the American Association of Community and Junior Colleges.

## EDUCATION AND HUMAN RESOURCE/ECONOMIC DEVELOPMENT

A strong and effective industry-education alliance is necessary to facilitate the school-to-work process for youth and adults and to provide industry with a skilled, technical and professional workforce.

In preparing students for productive work, the schools need industry's volunteer resources – personnel, facilities, materials and equipment – to help plan, organize and implement a comprehensive career education system. Industry depends on education – the primary human resource delivery system to the workplace – as a long term source of prospective employees with appropriate basic, employability, and marketable/transferable skills.

Industry-education collaboration is essential in reducing the mismatch between jobs and job seekers and the gap between workforce requirements and student preparation for work, particularly among special needs groups.

Education is also playing a key role in the training and retraining of employees, preparing individuals for self employment, and providing technical assistance to entrepreneurs.

Improving the quality of human resources through industry-education joint efforts is a priority in retaining, recruiting, and developing business - the core of an area's economic development plans.

The NAIEC model for an industry-education partnership directed at school improvement provides the vehicle for successful long term human resource/economic development.

**Please take the responsibility of contributing toward school improvement and human resource/economic development by investing in a membership in the National Association for Industry-Education Cooperation.**

National Association for Industry-Education Cooperation

FEBRUARY 1989

# ENTERING THE 10TH YEAR

**Dr. Don Clark**
**NAIEC President and C.E.O.**

Last September marked the beginning of the 10th year of NAIEC as a **full time operation**. The Association was formed in 1964 as an all volunteer organization.

NAIEC has grown from a small executive committee into an outstanding broad based board of directors representing business, education, labor and government, along with a steadily expanding membership in the U.S. and Canada. The Association has achieved an impressive record of furthering business/industry-education collaboration in **school reform/improvement, the education-to-work process through career education**, and, in turn, **human resource and economic development** - at both the local and state **levels**.

NAIEC has emphasized the need for a local formal structure (**Industry-Education Council**) and an **industry-education coordination function at the state level** — recognizing that the entire educational system needs help. Our mission is to help **develop a delivery system** through which business/industry can channel its volunteer resources in a coherent, cost-effective manner into the total school program in order to refocus/reshape/restructure academic and vocational education so that it is **more responsive** to both student and employer needs.

Over the years, we have helped business/industry/education leaders establish and strengthen local formal alliances through technical assistance, materials and conferences in both the U.S. and Canada. **NAIEC has worked in 26 states** assisting in the development of legislation that parallels our mission; establishing an industry-education coordination function; developing work/education goals for a state department of education, and helping in the formation of state task forces fostering business/industry/education collaboration.

NAIEC is the first organization to articulate the role of business/industry/education joint efforts in **economic development**. Our regional conferences in Hartford (1979) and Boston (1980) and the NAIEC national conference in Dallas in 1980 were the forerunners of the widespread discussion and activity associated with this topic. The NAIEC research paper on **displaced workers** in 1980 for the National Center for Research in Vocational Education was another first on a topic that has generated considerable attention. Our monograph in 1981 on **linking the higher education and employment communities** for the American Council on Education broke ground in this area. The Association's annual **national showcase conferences** hosted by state education departments are the only national forum focusing **exclusively** on business/industry/education joint efforts in school reform/improvement, preparation for work through career education, and human resource/economic development.

We have linked at times with **major national research organizations** in developing projects in response to competitive grant and contract announcements. The NAIEC grant and contract awards have been in the areas of vocational, career, adult basic, and special education.

NAIEC has achieved significant national visibility through its programs, participation in national and state forums, articles, awards, materials, service on task forces, and its regional and national conferences. Our information brochure provides an understanding of who we are, what we stand for and how we serve.

The major thrust of the NAIEC program, special projects and activities has been, and continues to be in **improving academic and vocational education to better prepare youth and adults for productive work**. **Closing the gap** between employer work force needs and preparation for work in our schools, **reducing the mismatch** between jobs and job **seekers**, and **promoting entrepreneurship** — all are central to our mission and, in turn, human resource and economic development.

The combined forces of **demographic change, technological advancement** and **increasing international competition** are significantly changing the workplace, and concomitantly, education and training requirements for work. This is the **challenge** before us which will necessitate a significant expansion of NAIEC's program and base of financial support. □

NAIEC
ESTABLISHED in 1964
NEWSLETTER
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## 1989 NAIEC AWARD RECIPIENTS FOCUS ON CAREER EDUCATION AND ECONOMIC DEVELOPMENT

**Walter L. Purdy, 1989 Awards Committee Chairman** for the **National Association for Industry-Education Cooperation** and Director of Education Services at the Edison Electric Institute in Washington, D.C., announced the winners of the competition for the 1989 NAIEC Educational Sponsorship and Utilization Awards.

The **Educational Sponsorship Award** recipient is **Genesis Health Ventures, Kenneth Square, PA.** Its Nursing Specialist Program is a career education model designed to help reduce the critical national shortage of nurses. The Company's program involves a collaborative effort with 12 community colleges and vocational training schools focusing on the development of procedures and curriculum, and assessment. Combining work experience with a six-month community college curriculum, this innovative program is aimed at enhancing the participants' self esteem and upgrading vocational skills. (For additional information, contact Connie Wragge, Marketing Manager – 215/444-6350).

**Dr. Frances M. Carter, Industry-Education Coordinator for the Delaware County Partnership for Economic Development and Intermediate Unit #25 in Media, PA,** is the winner of the Utilization Award. She directed an industry-education collaborative K-12 career education program for 14 of the 15 school districts in the county; published the Delaware County Job Planning Guide used in career counseling and job placement programs; developed and administered a regional information and referral system, matching training needs of local business and industry with local educational resources; served as Chair of the Business and Industry Committee of the Employment and Education Task Force, Delaware County's Partnership for Human Services; and has been a leader in fostering economic development in her area. (For additional information, contact Dr. Carter at 215/565-7575).

Mr. Purdy presented plaques to Genesis' President Richard Howard and Dr. Carter (both NAIEC members) at the September 20 Awards luncheon during the NAIEC National Showcase Conference in Overland Park, Kansas. ☐

## NAIEC SHOWCASE CONFERENCE HIGHLIGHTS INDUSTRY-EDUCATION JOINT EFFORTS IN SCHOOL REFORM, CAREER EDUCATION, AND ECONOMIC DEVELOPMENT

The September 20-22 National Association for Industry-Education Cooperation's **1989 Annual Industry-Education Showcase Conference** in Overland Park, Kansas featured exemplary collaborative programs and practices directed at furthering school reform, preparation for work through career education, and human resource/economic development.

A capacity audience from the U.S., Canada and Great Britain heard keynote speaker, **Paul H. Henson, Chairman, United Telecommunications, Inc.** in an address on **The Education Gap** state that "American education is in worse trouble than it was a year ago, or five years ago, or 15 years ago. The American standard of living is at stake. We cannot compete internationally with employees who cannot read, with employees who cannot do simple math, with employees who cannot write."

*(continued on page 2, column 1)*

## NEW NAIEC DIRECTORS ANNOUNCED

**NAIEC Chairman Jack A. Marshall** announced the appointment of the following new members to the Association's Board of Directors for a term ending in the year noted:

- **Dr. Gregory M. St. O'Brien** – Chancellor, University of New Orleans (1991)
- **Dr. Jay Smink** – Executive Director, Clemson University Dropout Prevention Center, Clemson University, S.C. (1991)
- **Dr. Joan Bowen** – President, Industry-Education Council of California (1991)
- **Mr. John P. Gnaedinger** – Chairman, STS Consultants Ltd., Chicago, IL (1990)
- **Mr. James O'Connor** – Executive Director, National Co-operative Career and Work Education Association of Canada, Hamilton, Ontario (1991)
- **Mrs. Sally Southard** – Member, Ohio State Board of Education (1990)
- **Dr. Donald M. Carroll, Jr.** – Pennsylvania Secretary of Education (1991)

Mr. Marshall expressed his appreciation to two directors who have retired: **Mr. Robert F. Magee,** Director, U.S. Department of Commerce (Buffalo District) and **Dr. John H. Francis,** Vice President, Corporate Communications, Florida Power and Light. ☐

**NAIEC Is The National Clearinghouse For Information On Industry Involvement In Education**

*(continued from page 1, column 3)*

In addition, Mr. Henson pointed out that:

- he is worried about "**the education gaps**" — the gap between what we are and what we want to be — what we must become; the gaps between urban, suburban, and rural schools; the gap between white students and students from other ethnic groups; the huge gap between the kind of graduates turned out by American schools and the kind of employees businesses want and need to hire — even the gap between educational and business priorities.
- **business can bring resources to bear on the problems** (in education). We can provide both human resources and capital. We are doing this today. We will need to do more tomorrow. Business can also bring know how. We do have considerable experience in management systems. From what we have learned about decentralization and empowerment of individual decision-making in this Information Age, the teaching profession needs a radical restructuring.

Mr. Henson told the Conference attendees "**American business is running scared. Education has our attention. It has become our top priority. We want to help.**"

In another presentation before the general audience, **Dr. Kenneth B. Hoyt**, former Director of the Office of Career Education, U.S. Department of Education, currently University Distinguished Professor, Kansas State University and a member of NAIEC's Executive Committee, addressed the topic of **Collaboration: The Key to Success in Private Sector/Education System Relationships**. Some highlights of his commentary are as follows:

- Every educational reform proposal of the 1980s rooted its calls for change around the need to increase America's ability to compete in the international marketplace. Yet, **none emphasize a "careers" oriented approach to reform.**
- The calls for increased private sector/education relationships during the 1980s have largely avoided explaining why such relationships are needed; what private sector persons — as opposed to educators — are being asked to do; and how efforts of multiple private sector firms can best be coordinated with those of local education systems.
- The "partnership" concept in private sector/education system relationships has been largely destroyed during the decade of the 1980s through inappropriate actions. In the 1970s, the term "partnerships" was introduced as a legitimate term in which the education system and the private sector joined forces in identifying problems, formulating plans for solving such problems, and implementing programs to do so. During the 1980s, the term "partnerships" has placed private sector persons in such roles as "classroom assistant," "financial supporter," and/or "advisor" to the education system. **The true meaning of the word "partners" has been largely lost.**

Dr. Hoyt emphasized the need for "**people change**" reform proposals which demand the involvement of the private sector. "System change" reform proposals demand the strong support of the private sector.

This year's conference at the Doubletree Hotel in Overland Park was hosted by the **Kansas Department of Education and Kansas Department of Commerce** in cooperation with Johnson Community College and the Kansas Foundation for Partnerships in Education.

NAIEC members were among the presenters of exemplary industry-education collaborative programs and practices at the local and state levels. □

## PRESIDENT BUSH CITES NAIEC FOR HELPING IMPROVE EDUCATION

The following are excerpts of a communication from **President George Bush** on NAIEC's mission to the participants in **NAIEC's National Showcase Conference** in Overland Park, KS on September 20-22.

> By bringing together the resources of business, labor, government, and the professions to improve American schools, your organization provides an invaluable service to our country. Your career education and job placement programs have created new opportunities for thousands of young men and women. You are helping to train the skilled work force that is so necessary in a technologically complex marketplace. I commend you for your commitment to our nation's future well-being.

Barbara joins me in sending you our best wishes for a productive meeting and for continued success in the years to come. God bless you. □

## NAIEC AWARDED GRANT FOR HANDICAPPED STUDENT SERVICE PROGRAMS IN POSTSECONDARY EDUCATION

The **National Association for Industry-Education Cooperation** was awarded a 12 month grant from the **U.S. Department of Education**, under the **National Institute on Disability and Rehabilitation Research Program**, to conduct a comprehensive assessment and evaluation of postsecondary handicapped student service programs. A key feature of this evaluation study will be the follow-up of disabled college graduates to determine their employment status and community adjustment.

**Handicapped student service programs** have increased dramatically in the past decade. With the growing numbers of disabled students gaining access to higher education and the proliferation of service programs for them, the need to assess the effectiveness of these efforts has been recognized by professionals in the field.

The **Association of Handicapped Student Service Programs in Postsecondary Education** in Columbus, OH serves as the subcontractor for this project.

The project should lead to increased access of disabled students to higher education, better retention of those who pursue it,

*(continued on page 3, column 1)*

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and more successful employment and satisfactory community adjustment for those who complete it.

A **comprehensive survey** will be conducted of programs to determine the state-of-the-art in programs serving postsecondary handicapped students in **higher education**. Institutions interested in participating in the project survey should contact NAIEC at 716/834-7047 before November 15, 1989. ☐

## PRESIDENT & GOVERNORS AGREE AT EDUCATION SUMMIT TO ESTABLISH PERFORMANCE GOALS & RESTRUCTURE EDUCATION SYSTEM

Following the September 27-28 summit on education in Charlottesville, VA, President Bush and the nation's governors agreed to establish educational performance goals and to undertake a restructuring of the American system of education.

In a joint statement released at the conclusion of the education summit, the president and governors agreed to establish a process for setting **national education goals**, undertake the **restructuring of the education system**, and seek **greater flexibility** and **accountability** in the use of federal resources to meet educational goals.

Restructuring education in all states would include: a system of accountability that focuses on results; decentralization of authority and decision making to the school site; a rigorous program of instruction designed to ensure that every child can acquire the knowledge and skills required in an economy in which individuals must be able to think for a living; an education system that develops first-rate teachers; and active, sustained parents and business community involvement.

Also, the statement provided for reporting annually "on progress in achieving our goals." ☐

## NEW INDUSTRY-EDUCATION COUNCILS ORGANIZED IN CANADA

**The Hamilton/Wentworth, Ontario Industry-Educational Council** (IEC) (NAIEC Member) reports the establishment of new industry education councils/foundations in the Durham Region, Kingston, Metropolitan Montreal, Niagara Region, Ottawa-Carleton, Scarborough, Windsor, and the York Region.

Planning is underway to organize councils in the Halton Region, Kitchener-Waterloo, and Wellington County. **The Industry-Education Council model has been endorsed by the Canadian Chamber of Commerce and the Ontario Ministry of Education.** The Hamilton/Wentworth IEC has published its 9th Annual Report. For further information on this IEC, contact Bob Philip, Executive Director, P.O. Box 745, Station 'A', Hamilton, Ontario, Canada L8N 3M8 (416/529-4483). ☐

## CALENDAR OF EVENTS

- **Vocational Education: It Works** is the theme of the 1989 American Vocational Association Convention in Orlando, FL on December 1-5. Featured speakers include Frederick D. McClure, Assistant to the President for Legislative Affairs and Mrs. Elizabeth Dole, Secretary of Labor. Contact AVA, 1410 King Street, Alexandria, VA 22314.

- **Career Guidance: Work Now and in the Future** is the theme of a conference on preparing youth for the workplace sponsored by the Northwest Regional Educational Laboratory (NREL) and four national organizations and agencies on November 8-9 in Portland, OR. Contact Tom Barrett, Conference Planner, NREL, 101 Southwest Main Street, Suite 500, Portland OR 97204 (800/547-6339, ext. 550 – or in Oregon 503/275-9550).

- **Entrepreneurial Development: A Roadmap to the Future** is the focus of the November 16-17 conference at the Fairmont Hotel in New Orleans, LA conducted by the National Council for Urban Economic Development (CUED) in conjunction with two federal agencies – the Minority Business Development Agency and the Economic Development Agency, U.S. Department of Commerce. Among the topics on the agenda are giving youth basic skills in entrepreneurial training, helping women and minorities develop entrepreneurial skills, and using the resources of educational institutions and corporations to assist small firms. Contact the CUED, 1730 K 'Street, N.W., Washington, D.C. 20006 (202/223-4735).

- The Council for Adult and Experiential Learning (CAEL) will conduct its 1989 International Assembly at the Hershey Hotel in Philadelphia, PA on November 9-11 with the theme **Unleashing Our Full Potential**. Topics include employability and productivity: a new agenda for the workforce and state sponsored workforce development programs. Contact Kathleen R. Chernus, Conference Coordinator at 301/997-3535 or write CAEL, 10840 Little Patuxent Pkwy., Suite 203, Columbia, MD 21044.

- The 1989 Mainstream Annual Conference will be held in Washington, D.C. on November 2-3 and highlight **The Great Labor Shortage of 1992 .... And One Way to Prevent It**. Secretary of Labor Elizabeth Dole will be the keynote speaker. Contact Mainstream, Inc., P.O. Box 65183, Washington, D.C. 20035 (202/898-1400).

# RESOURCES

- **Investing in People: A Strategy to Address America's Workforce Crisis** (September 1989). A Report to the Secretary of Labor and the American People from the Commission on Workforce Quality and Labor Market Efficiency. To order this report, write to the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402-9328 (stock no. 029-000-00428-5) or call 202/783-3238. Price – $3.75.

  The report discusses three themes: creating incentives to improve student motivation and achievement; improving workforce quality through public and private investments in lifetime education and training; and improving the efficiency with which workers' existing skills are utilized. Chapters 1-3 contain the results of the Commission's deliberations on each of these themes, as well as specific recommendations for action by the private sector, the education community and all levels of government. Chapter 4 contains recommendations for improving the data-gathering and research activities of the federal government so that "our leaders' future decisions can be based on more complete information about the American workforce."

- **Can Business Save Education? Strategies for the 1990s** edited by Jeanne Allen (1989). Published by the Heritage Foundation, 214 Massachusetts Avenue, N.E., Washington, D.C. 20002 – $10.00.

  This publication, a part of The Heritage Lecture series, represents the published proceedings of a day-long conference hosted by the Foundation, involving business executives and policy makers. The Conference participants examined some of the solutions American business has advanced to solve the problems in the schools – including innovative business/industry/education collaborative projects and programs. Topics include a corporate perspective, building community alliances, improving public and private education, and business and public policy.

- **Workforce Developmental Strategies** (WDS) is a newsletter published by Worknowledge, Inc., 1220 Montclaire Way, Los Altos, CA 94022. The subscription price is $125 annually for 12 issues.

  WDS focuses on developments in education, training, and economic development. An example of its coverage on a national front in its October issue are articles on technology change training assessment, T.V. Literacy, the Center for Advanced Learning Systems sponsored by the U.S. Department of Labor, and the National Association for Industry-Education Cooperation. The newsletter states that **NAIEC's Board of Directors "reads like a who's who in workforce development. These are experienced, top notch people who know a lot about how business and education can work together."**

- **Work in the New Economy: Careers and Job Seeking into the 21st Century** by Robert Wegmann, Robert Chapman, and Miriam Johnson (1989). Co-published by JIST Works, Inc., 720 North Park Ave., Indianapolis, IN 46202-3431 and the American Association for Counseling and Development. Available from JIST Works, Inc. – $14.50 plus $1.50 shipping charge for each copy.

  This book is a resource for employers, educators, unions, labor market institutions – anyone interested in helping others plan their careers or find jobs. The authors' analysis of labor market information leads to projections of changes in the U.S. economy and work lives through the year 2000. Part One is a review of the changes which have, over the last decade, transformed the American labor market. Part Two discusses job search skills, and Part Three highlights job search assistance. The book includes over 330 references. ☐

**NAIEC**
235 Hendricks Blvd.
Buffalo, New York 14226-3304
716/834-7047

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# 1989

# NATIONAL ASSOCIATION FOR INDUSTRY-EDUCATION COOPERATION

*presents*

THE EIGHTH ANNUAL SHOWCASE CONFERENCE

THE BUSINESS/INDUSTRY/EDUCATION CONNECTION:

# "MEETING WORKFORCE NEEDS THROUGH SCHOOL IMPROVEMENT"

**KANSAS HOSTS:**
**The Kansas State Department of Education**
**The Kansas Department of Commerce**
**in cooperation with**
**Johnson County Community College**
**and**
**The Kansas Foundation for Partnerships in Education**

**Overland Park, Kansas**
**September 20-22, 1989**

STATE OF KANSAS

OFFICE OF THE GOVERNOR
*State Capitol*
*Topeka 66612-1590*
*(913) 296-3232*

Mike Hayden Governor

September 20, 1989

Welcome to Kansas!

It is a pleasure to host the eighth annual National Association for Industry-Education Cooperation "Showcase" Conference.

The 1989 Conference theme: "Meeting Workforce Needs Through School Improvement" focuses on the need for strong alliances between business/industry/government and education in order to improve our nation's schools and preserve our most precious resource: the youth of America. The challenge has never been greater as employers and educators face technological, economic and demographic forces.

The 1989 NAIEC "Showcase" Conference highlights thirty of the country's outstanding business/industry/education collaborations. Fifteen of these programs are from the state of Kansas.

Johnson County, Kansas, one of the most progressive areas for business and education in the country, is an ideal setting for sharing information on partnerships that can strengthen our educational and economic systems.

Sincerely,

Mike Hayden
Governor

MH:jb

KANSAS
DEPARTMENT OF COMMERCE

Mike Hayden
Governor

Harland E. Priddle
Secretary

September 20, 1989

Dear NAIEC Conference Attendees:

The Kansas Department of Commerce would like to welcome you to the eighth annual National Association for Industry-Education Cooperation "Showcase" Conference.

Partnerships between business and education can produce a synergism that enhances the environment in which economic opportunity is created. These relationships of cooperation are crucial to our economic future.

This conference will indeed be a "showcase" of exemplary programs from throughout the country focused on the theme of "Meeting Workforce Needs Through School Improvement."

We are pleased that Kansas is hosting this event and hope that you find the next few days rewarding.

Sincerely,

Harland E. Priddle

Harland E. Priddle
Secretary

HEP:jb

400 West 8th Street, 5th Floor / Topeka, Kansas 66603-3957 / (913) 296-3481
FAX (913) 296-5055 / TELEX #4931494KS

OFFICE OF THE PRESIDENT

**JCCC**

Johnson County Community College
12345 College at Quivira
Overland Park, Kansas 66210-1299
(913) 469-8500

September 20, 1989

**WELCOME TO JOHNSON COUNTY!**

Johnson County Community College underwrites many cooperative activities throughout each year. None are as important as those that further our ties with business and industry. Part of the mission of a community college is to serve as a catalyst for growth and development, to provide education and training programs that enable business to flourish. By advancing the economic strength of our community, we increase our ability to provide assistance in many other critical areas.

Johnson County Community College is pleased to serve as a co-host for this year's National Association for Industry-Education Cooperation "Showcase" Conference. The theme of the conference - "Meeting Workforce Needs Through School Improvement" - perfectly expresses our commitment to business-education partnerships.

It is of no small consequence that one of the nation's most innovative and progressive such partnerships exists here on our campus in the Industrial Technical Center. Formed in 1987 with Burlington Northern Railroad, the nation's largest rail carrier, this partnership has created a major new building on our campus that serves as BN's national training center.

More than 2,000 BN employees annually attend classes at the ITC, which also provides significant additional office and classroom space for JCCC faculty and students. New cooperative educational programs between JCCC and BN are being developed. The long-range potential of this agreement is just beginning to be felt.

We are pleased that you will be able to learn more about this unique agreement at this year's N.A.I.E.C. conference and to have an opportunity to tour the Industrial Technical Center. We will be delighted to have you on campus.

Sincerely,

Charles J. Carlsen
President

Kansas State Department of Education
Kansas State Education Building
120 East 10th Street Topeka, Kansas 66612
Office of the Commissioner

September 20, 1989

Dear NAIEC Conference Attendees:

Welcome to Kansas! I want to congratulate you for attending the eighth annual National Association for Industry-Education Cooperation conference. The economic viability of our nation rests with the ability of business, industry, and education to become allies in training and retraining workers to be prepared to face the technological evolution occurring in our workforce.

With the best information business and industry can provide, education can better train and retrain workers for a constantly changing work environment. We are in an era of lifelong learning with the need to train and retrain as many as five times in each worker's life. It will be mutually beneficial for business, industry, and education to provide well-trained workers so that economic development can surge forward to make our nation more competitive and successful.

These goals will be reached by the hard work and dedication of people like you. We are proud to co-host this "Showcase" conference and hope that you find the next few days to be productive and rewarding.

Sincerely,

Lee Droegemueller

Lee Droegemueller
Commissioner of Education

**Kansas Foundation for Partnerships in Education**

Mailing Address:
College of Education
Bluemont Hall
Kansas State University
Manhattan, KS 66506
Phone: (913) 532-5886

September 20, 1989

Dear NAIEC Conference Participants:

The Kansas Foundation for Partnerships in Education is pleased to serve as one of the co-hosts for this year's National Association for Industry-Education Cooperation "Showcase" Conference. We take great pride in introducing this conference to the "midwest." Our appreciation goes to Dr. Ken Hoyt and the Foundation Board of Directors for diligently pursuing Kansas as a location for this year's conference.

Increasing and enhancing business/education collaboration and partnerships has been the primary purpose of the Kansas Foundation for Partnerships in Education since our incorporation in 1985. Membership in the Foundation nears 200 individuals and organizations. This year's "Showcase" includes 15 partnerships from our membership.

We hope that you enjoy Kansas City, meet and exchange ideas with many new people, and take home information that can be used to develop new partnerships and strengthen the collaboration in existing ones. Welcome to Kansas!

Sincerely,

Jerry G. Horn
Past President
Kansas Foundation for Partnerships in Education

# KEYNOTE SPEAKERS

**DR. KENNETH B. HOYT**
**University Distinguished Professor**
**Kansas State University**
**Manhattan, Kansas**

Dr. Hoyt is the former Director of the Office of Career Education, U.S. Department of Education. He is internationally recognized for his outstanding leadership of the career education movement during the past two decades. Dr. Hoyt's leadership of the National Career Education movement led to the formation of a network of state career education coordinators, career education legislation and the establishment of local career education coordinators and advisory committees. He emphasizes that, "Career education is a process oriented vehicle for use in implementing education reform proposals." Dr. Hoyt is a member of the NAIEC Executive Committee of the Board of Directors.

**DR. DONALD M. CLARK**
**President and Chief Executive Officer**
**NAIEC**
**Buffalo, New York**

Dr. Clark is internationally recognized for his work in promoting industry-education cooperation. He has authored numerous publications and articles in public/post-secondary-industry education coordination, school improvement, education's role in economic development, career, vocational, and economic education, and occupational planning. He has addressed many national and state audiences and consulted to the U.S. Department of Education, trade associations, professional organizations, and state departments of education on improving industry-education joint efforts. In January 1989, President Reagan appointed Dr. Clark to serve as a member of the National Advisory council on Educational Research and Improvement.

# KEYNOTE SPEAKERS

**PAUL H. HENSON**
**Chairman**
**United Telecommunications, Inc.**
**Kansas City, Missouri**

Mr. Henson has served as chairman of United Telecom since 1966. He is credited with transforming Kansas City into a telecommunications center as United Telecom and its affiliate, US Sprint, have become leaders of the industry. The parent company and its affiliates are some of the largest employers in Johnson County. Henson serves as chairman of the National Security Telecommunications Advisory Committee and is a director on the boards of Armco, Inc., Duke Power Company, and Hallmark Cards, Inc. His service activities include trusteeships or directorships on the Business-Higher Education Forum, the Midwest Research Institute, the University of Kansas City, and the Tax Foundation. As one of the area's philanthropic leaders, Mr. Henson has been selected Johnson Countian of the Year by the Johnson County Community College Foundation. Mr. Henson is a graduate of the University of Nebraska with bachelor's and master's degrees in electrical engineering.

**FRAN D. JABARA**
**Distinguished Professor in Business**
**Founder**
**The Center for Entrepreneurship**
**The Wichita State University**
**Wichita, Kansas**

Fran D. Jabara has been a Distinguished Professor in Business at Wichita State since 1971. He joined the University faculty in 1949, and served for seven years as Dean of the College of Business Administration. Professor Jabara is the founder of The Center for Entrepreneurship at The Wichita State University. The Center, founded in 1977, was one of the first comprehensive programs in the nation devoted to entrepreneurial education. He received his undergraduate degree from Oklahoma State University, and completed graduate studies at Northwestern University. Professor Jabara is a board member of Kansas, Inc., and was the chairman of the Kansas delegation to the 1986 White House Conference on Small Business. Recently he was awarded the prestigious Leavey Award for Excellence in Private Enterprise Education by the Freedom Foundation.

# ACKNOWLEDGEMENTS

**The Kansas Executive Committee for the National Association for Industry-Education Cooperation extends their thanks to the following organizations for their assistance in making the 1989 "Showcase" conference a success:**

**SOUTHWESTERN BELL FOUNDATION**

**BURLINGTON NORTHERN RAILROAD**

**COLEMAN COMPANY, INC.**

**BEECH AIRCRAFT CORPORATION**

## 1989 PROGRAM AT A GLANCE

### WEDNESDAY, SEPTEMBER 20, 1989

| | |
|---|---|
| 4:00 - 5:30 p.m. | Pre-workshop Session<br>Dr. Donald M. Clark, President NAIEC<br>Organizing and Implementing an Industrial Education Alliance |

### THURSDAY, SEPTEMBER 21, 1989

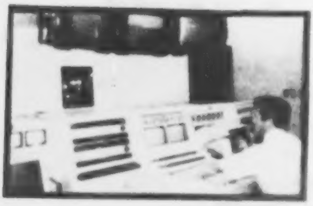
| | |
|---|---|
| 8:30 - 9:00 a.m. | Opening Breakfast (formal, not buffet) |
| 9:00 - 10:30 a.m. | General Session |
| | Paul H. Henson<br>Chairman<br>United Telecommunications, Inc. |
| 10:45 - 11:45 a.m. | Showcase Session "A" (select one) |
| 12:00 - 1:30 p.m. | Luncheon General Session |
| | Fran D. Jabara<br>Founder<br>The Center for Entrepreneurship |
| 1:45 - 2:45 p.m. | Showcase Session "B" (select one) |
| 2:50 p.m. | Bus departs for Burlington Northern Training Center Tour |
| 3:00 - 4:00 p.m. | Showcase Session "C" (select one) |
| 3:05 - 4:05 p.m. | Burlington Northern Training Center Tour |
| 3:10 p.m. | Bus departs for Burlington Northern Training Center Tour |
| 3:25 - 4:25 p.m. | Burlington Northern Training Center Tour |
| 5:15 - 6:15 p.m. | Reception |
| 7:20 p.m. | Bus departs for Burlington Northern Training Center Tour |
| 7:30 - 8:30 p.m. | Burlington Northern Training Center Tour |

### FRIDAY, SEPTEMBER 22, 1989

| | |
|---|---|
| 8:15 - 8:45 a.m. | Breakfast (formal, not buffet) |
| 8:45 - 9:45 a.m. | General Session |
| | Kenneth B. Hoyt, Ph.D.<br>University Distinguished Professor<br>Kansas State University |
| 10:00 - 11:00 a.m. | Showcase Session "D" (select one) |
| 11:15 - 12:15 p.m. | Showcase Session "E" (select one) |
| 11:45 a.m. | Bus departs for Burlington Northern Training Center Tour |
| 12:00 - 1:00 p.m. | Burlington Northern Training Center Tour |

# BURLINGTON NORTHERN RAILROAD TECHNICAL TRAINING CENTER

Railroading on the Burlington Northern today means meeting the needs of the customer by utilizing state-of-the-art telecommunications and signal systems to insure the safe and efficient operations of mile-long trains, powered by high horsepower microprocessor controlled locomotives, pulling sophisticated freight equipment over 25,000 miles of track.

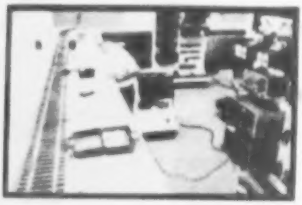


Meeting the needs of the customer is the number one goal of the Burlington Northern Railroad. This goal has mandated changes in the basic concept of railroad operation, required the adaptation of the latest in technology and necessitated a continuous innovative effort on the part of every employee.

Vital to the success of the Railroad is a highly-trained work force, capable of meeting the demands of today's fiercely competitive transportation industry.

The basic purpose of technical training is, in recognition of the ever-changing railroad environment, to identify training opportunities, then develop and deliver quality training in a timely and cost-effective manner.

Burlington Northern Railroad's Technical Training Center occupies 32,000 square feet of the new Industrial Technical Center (ITC) on the campus of Johnson County Community College (JCCC). JCCC is located in the suburban Kansas City community of Overland Park, Kansas. The Training Center consists of four general-use classrooms, seven specific-use classrooms/labs, a computer based training development area and student lab, a locomotive simulator complex, an audio-visual production studio, a program development workroom, and a spacious student lounge.



John Riley, Administrator of the Federal Railroad Administration, said at the dedication of the new facility on April 22, 1988, "(This is) the best training facility in the railroad industry. . .and I've seen them all".

## TOURS

| | |
|---|---|
| Thursday, September 21, 1989 | 3:05 - 4:05 p.m. (bus departs at 2:50 p.m.)<br>3:25 - 4:25 p.m. (bus departs at 3:10 p.m.)<br>7:30 - 8:30 p.m. (bus departs at 7:20 p.m.) |
| Friday, September 22, 1989 | 12:00 - 1:00 p.m. (bus departs at 11:45 a.m.) |

# BUSINESS-INDUSTRY-EDUCATION "SHOWCASE"CONFERENCE PROGRAM

## THURSDAY, SEPTEMBER 21, 1989

**7:30 a.m.** **EXHIBITS - DOUBLETREE PRE-FUNCTION GALLERY**

**8:30 - 9:00 a.m.** **BREAKFAST - DOUBLETREE BALLROOM**

**9:00 - 10:30 a.m.** **OPENING SESSION - DOUBLETREE BALLROOM**

*Speaker:*

**Paul H. Henson**
Chairman
United Telecommunications, Inc.
Kansas City, Missouri

"The Education Gap"

There is a growing gap between the kind of people schools are turning out and the kind of workforce American Industry needs. To make sure that the United States can compete today and tomorrow in the global marketplace, industry and education must work together to narrow the gap. The challenge is clear.

**10:45 - 11:45 a.m.** **SHOWCASE SESSIONS "A"** SELECT ONE OF THE FOLLOWING

**A1) Chicago Careers for Youth**

John Gnaedinger
Chairman
Soil Testing Services Consultants, Ltd.
Northbrook, Illinois

Chicago Careers for Youth responds to the needs of minority students through presentations in the classroom by role-models from the world-of-work; exposes the students to information about the entire careers spectrum.

**A2) Investing in Our Future**

Michael Lewellen
Area Manager, Constituency Relations
Southwestern Bell Telephone Company
St. Louis, Missouri

Like computers, telecommunications technology is about to revolutionize classroom education. And from voice messaging services for schools to professional development seminars for teachers, Southwestern Bell Telephone is on the leading edge in contributing to the advancement of education in its five-state region. In this session, see first-hand how this Fortune 500 company is investing in the educational future of its industry and our nation with specially-targeted initiatives in Arkansas, Kansas, Missouri, Oklahoma and Texas.

## THURSDAY, SEPTEMBER 21, 1989

### A3) Partnerships for Creativity

Dr. M. Catherine Ashmore
Director, Entrepreneurship Program
Center on Education and Training for Employment
Ohio State University
Columbus, Ohio

Entrepreneurship education is an emerging priority for vocational/occupational education programs in both high schools and two-year colleges. Creativity is an essential element of such educational programs, both as an experimental education opportunity for students and a network building opportunity for the schools. This presentation will share innovative programs in entrepreneurship education at both levels and explore ways that they might work together to provide a 2 + 2 opportunity for high school students.

### A4) Focusing on the Educator

Holly Lindsey
Executive Director
Rochester Area Career Education Council (RACEC)
Rochester, New York

RACEC has always had one focus: raising the career awareness of the educator. This focus has allowed RACEC to impact over 700 educators from 21 area school districts since 1976. As one of the most established examples of industry-education cooperation in the Rochester, New York area, RACEC continues to offer programming on the world of work and career education to area teachers, counselors, and administrators. This workshop will provide an overview of the Council's history, programming, and the support it receives from industry and education.

### A5) Apprenticeship 2000 and Apprenticeship School Linkage

Alfonso Gonzales
Apprenticeship and Training Representative
Bureau of Apprenticeship and Training
U.S. Department of Labor
Topeka, Kansas

Apprenticeship 2000. Statistics indicate that there will be a shortage of skilled workers in the American Labor Force at the turn of the century. We will be facing some new challenges in meeting the economic demands of our country. Over the next decade, there will be an increasing demand for the quality and quantity of skilled training provided the American Labor Force and much of that responsibility will rest with business and labor through industry-based training systems. Apprenticeship 2000 concept focuses on a more comprehensive system of industry-based training applicable across all industries. This Apprenticeship concept would be the vehicle for change rather than the apprenticeship system that now exists. While the current system serves well those industries where it has been adopted, the concept may need to vary for other industries.

Apprenticeship School Linkage refers to the concept of in-school apprenticeship. It is an innovative approach to education and training which allows high school seniors to become registered apprentices while completing their secondary school education. The concept of apprenticeship-school linkage represents the U.S. Department of Labors attempt to bridge the gap between education and apprenticeship. The concept addresses both issues of school-to-work transition and high youth unemployment

## THURSDAY, SEPTEMBER 21, 1989

### A6) Career Education Responsive to Every Student (CERES)

Barbara Baer
Project Administrator
Project CERES
Ceres, California

CERES is a nationally-validated comprehensive career education infusion program for all students, including special education students and high risk youth. The program's objectives are: that students will acquire responsible work habits, knowledge of economic/free enterprise principals, knowledge of diverse occupations, and will apply basic skills to job seeking and job retention actions. CERES Project's purpose is to provide all students with the basic academic and employability skills necessary for competent, productive performance both in school and after leaving school. The presenter will: share an overview of the various components of the program; demonstrate how CERES infuses career education concepts into any school or district's existing K-12 curriculum; delineate replication procedures; explain how CERES involves a collaboration of school and community.

### A7) The Silicon Prairie Technology Association: Scientific Education Partnerships; The Fellowship Program for Distinguished Teachers

Jerry W. Stogsdill
Executive Director
Silicon Prairie Technology Assn.
Lenexa, Kansas

Dr. James E. Foster
Director, Educational Programs
Scientific Education Partnerships
Silicon Prairie Technology Assn.
Lenexa, Kansas

The Silicon Prairie Technology Association exists to create a climate in the Kansas City region in which advanced technology and support businesses can thrive. In this spirit the Association strives to combine the best resources of the private business sector, government agencies, economic development organizations, and educational institutions in the Kansas City Region. The association service area includes a two state region which extends broadly across Missouri and Kansas. As a response to the national concern regarding a lack of scientific and technical talent, the Silicon Prairie Technology Association Foundation and the Science Pioneers organization are implementing a partnership program between the Kansas City area business community and area teachers. The program is entitled "The Fellowship Program for Distinguished Teachers". The program will provide an industry-education partnership in which participants from both arenas will be challenged to actively initiate improvements in science, mathematics, and technology education. Industries are being asked to provide summer fellowships to teachers and thereby provide teachers with experiences that will enhance classroom instruction and give insight into new technologies.

## THURSDAY, SEPTEMBER 21, 1989

**12:00 - 1:30 p.m.** **LUNCH/GENERAL SESSION - DOUBLETREE BALLROOM**

*Speaker:*

**Fran D. Jabara**
Distinguished Professor in Business
Founder
Center for Entrepreneurship
The Wichita State University
Wichita, Kansas

"Educators/An Entrepreneurial Attitude"

As educators we should think of ourselves as entrepreneurs. Understanding the environment for entrepreneurs as well as the characteristics of entrepreneurs is vital for success. It is extremely important for students to possess an entrepreneurial attitude.

**1:45 - 2:45 p.m.** **SHOWCASE SESSIONS "B"** SELECT ONE OF THE FOLLOWING

**B1) Western Kansas Economic Development Educational Partnership**

Dr. Dan Rupp
Director
Fort Hays State University Center for Economic Education
Hays, Kansas

Presenter will describe a pilot program for teaching regional economic development issues in schools.

**B2) Project Choice**

Thomas J. Rhone
Director
Ewing Marion Kauffman Foundation
Kansas City, Missouri

Presenter will give a description of this innovative program designed for the education of disadvantaged youth, both academic and financial. It allows the student an opportunity to finish high school and become a productive member of society.

**B3) Education is Everybody's Business**

Connie J. Campbell
President
The Learning Exchange
Kansas City, Missouri

Presenter will discuss how business partnerships and interdistrict networks can powerfully impact staff development efforts of individual schools and school districts.

## THURSDAY, SEPTEMBER 21, 1989

### B4) Join-A-School

Nydia Ocasio-Gouraige
Director of Business Collaboratives
New York City Board of Education
New York, New York

The Join-A-School program, part of the Board of Education's office of Business Collaboratives, was created in 1982. Its objective, then and now, has been to locate partners for New York City's public high schools from among public-spirited corporations, government agencies and other institutions, and to provide a framework in which these linkages can thrive. The presenter will discuss the projects spawned by Join-A-School, examples of what a corporate or public sponsor can do, and the program's long-range goal to see all of the 116 high schools throughout the school system linked with a partner from the public or private sector.

### B5) Finding Competencies for Advanced Training

Harold Marconnette
Director, Business/Industry Center
Dodge City Community College
Dodge City, Kansas

Peggy Church
Director, Developmental Studies
Dodge City Community College
Dodge City, Kansas

The panel presentation will describe how Dodge City Community College in partnership with Excel, Inc., of Dodge City, determined the training needs of the Excel, Inc. maintenance area. The panel discussion will center on how the process was started, the type of testing used, evaluating the testing results and determining the needs of the maintenance department.

### B6) Make Your Local Business Community Your Classroom

David Wiebe
Executive Director
Niagara-Peninsula Industry-Education Council
Niagara Falls, Ontario
Canada

Industry Education Councils facilitate the merging of local community resources with the needs of teachers and students. Niagara-Peninsula Industry-Education Council has initiated a variety of programs and services designed to encourage closer ties between local business, industry, labor and education. The presenter will describe the steps involved in forming the council and some of the council's activities.

### B7) Industry and Teacher Education Liaison - INDTEL

Dr. David Warwick
Project Director
INDTEL
Aldershot, Hants
United Kingdom

INDTEL - Industry and Teacher Education Liaison is a consortium of two universities (Reading and Southampton), two polytechnics (Kingston and Oxford), five colleges of higher education (Bulmershe, King Alfred, La Sainte Union, West Sussex Institute, Westminster) and industry in the central southern area. The project operates both within individual institutions and across the consortium as a whole, aiming to give trainee teachers first-hand experience of working with industry on economic/enterprise awareness, curricular development and appropriate teaching methodology. In its initial phase, INDTEL's direct, participative approaches have proved highly successful and, tailored to local circumstances, could serve as a useful model for others working in this field. Presenter will give an overview of the program and how it meets workforce needs through school improvement.

## THURSDAY, SEPTEMBER 21, 1989

### BURLINGTON NORTHERN SIMULATOR TOUR

### ITC CENTER - JOHNSON COUNTY COMMUNITY COLLEGE CAMPUS

**(2 bus trips are scheduled for the afternoon tour)**

*Schedule 1:*

| | |
|---|---|
| **2:50 p.m. sharp** | Bus departs - Burlington Northern Simulator |
| **3:05 - 4:05 p.m.** | Burlington Northern Simulator Tour |
| **4:05 - 4:20 p.m.** | Bus returns from Burlington Northern |

*Schedule 2:*

| | |
|---|---|
| **3:10 p.m. sharp** | Bus departs - Burlington Northern Simulator |
| **3:25 - 4:25 p.m.** | Burlington Northern Simulator Tour |
| **4:25 - 4:40 p.m.** | Bus returns from Burlington Northern |

**3:00 - 4:00 p.m.** **SHOWCASE SESSIONS "C"** SELECT ONE OF THE FOLLOWING

**C1) Coleman Company and Amelia Earhart Environmental Elementary School**

Claude Brazell
Kansas Foundation for
Partnerships in Education
Coleman Company, Inc.
Valley Center, Kansas

Linda Macy
Educator
Amelia Earhart
Environmental Elementary School
Wichita, Kansas

Joe McCarthy
Community Relations Manager
Coleman Company
Wichita, Kansas

At first glance, a manufacturing company and an elementary school would appear to have little in common. But Amelia Earhart Environmental Elementary School and the Coleman Company, both in Wichita, have cemented bonds of friendship over the past years. In the fall of 1984, the Wichita Board of Education contacted the Coleman Company about participating in the Adopt-a-School program. The Wichita public schools started the program as a result of President Reagan's 1983 challenge to business and education to form closer ties. Amelia Earhart applied to Coleman because it was the manufacturer of outdoor recreation equipment and had a well documented concern for the environment. In turn, Coleman's interest was also enkindled by knowing that the school taught a great deal about the outdoors and the history of Kansas. Presenters will discuss the mutual goals and the successful programs that have allowed their relationship to grow.

**C2) The "Book It" National Reading Incentive Program**

Debbie Franklin
National Coordinator
The "Book It" National Reading Incentive Program
Pizza Hut
Wichita, Kansas

Presenter discusses the award-winning elementary school program promoting youth literacy in which 14 million children are involved nationwide.

## THURSDAY, SEPTEMBER 21, 1989

**C3) The Mon Valley Renaissance**

Richard H. Webb
Executive Director
Mon Valley Renaissance Program
California University of Pennsylvania
California, Pennsylvania

This award-winning center focuses on economic development programs, hi-tech training, government contracts and entrepreneur assistance.

**C4) Langley Conference Centre: The Business Development Program and Community Career Centre**

Bruce Barnes
Langley School District Trustee
Langley Conference Centre
Langley, British Columbia
Canada

Bob Harkness
Conference Centre Coordinator
Langley Conference Centre
Langley, British Columbia
Canada

The center was created for assisting with the development and testing of career materials. The presentation will include a general overview of the conference center's programs, rentals, workshops, and business partners. The presenters will discuss the Career and Business Development Center and the role of the conference center's partners - active and advisory.

**C5) Meeting the Challenge of Change: Delaware County's Employment and Training Needs**

Dr. Frances M. Carter
Industry-Education Coordinator
Delaware County Intermediate Unit/AVTS and
Delaware County Partnership for Economic Development
Media, Pennsylvania

The focus of the presentation will be a recent major study of employment and training needs into the 1990's of a densely populated county near Philadelphia. Delaware County is a study in sharp opposites: it contains economically depressed areas of high unemployment as well as some of the most affluent suburbs of Philadelphia.

**C6) Rochester Brainpower**

Jay Flickinger
Executive Director
Rochester Brainpower
Rochester, New York

Bea Paul Harris
Executive Director
Center for Educational Development
Rochester, New York

Rochester has become known throughout the country for its sweeping efforts to reform its public education system. This workshop will provide insights on the role that business, as part of a collaborative effort, has played in supporting these reforms. How to effectively raise public involvement through the marketing of education; and how to form and manage 95 business partnerships with schools that reached over 14,000 students in 1988 will be the focus of the presentation.

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|---|---|
| 5:15 - 6:15 p.m. | **RECEPTION** |
| 7:20 p.m. sharp | **BUS DEPARTS - BURLINGTON NORTHERN SIMULATOR** |
| 7:30 - 8:30 p.m. | **BURLINGTON NORTHERN SIMULATOR TOUR** |
| 8:30 - 8:45 p.m. | **BUS RETURNS FROM BURLINGTON NORTHERN** |

## FRIDAY, SEPTEMBER 22, 1989

**8:15 - 8:45 a.m.** **BREAKFAST - DOUBLETREE BALLROOM**

**EXHIBITS - DOUBLETREE PRE-FUNCTION GALLERY**

**8:45 - 9:45 a.m.** **GENERAL SESSION - DOUBLETREE BALLROOM**

*Speaker:*

**Kenneth B. Hoyt, Ph.D.**
University Distinguished Professor
Kansas State University
Manhattan, Kansas

"Collaboration: The Key to Success in Private Sector/Education Relationships"

Concentrating on how the private sector and the education system can team together in meaningful education reform.

**10:00 - 11:00 a.m.** **SHOWCASE SESSIONS "D"** SELECT ONE OF THE FOLLOWING

**D1) Unique Career Awareness Fair For 8th Grade Students**

Staff of the St. Louis Public Schools Career Education Office
St. Louis Public Schools
St. Louis, Missouri

The Unique Career Awareness Fair for 8th grade students provides an opportunity for educators and business persons to work together in St. Louis, Missouri. In its sixth year, the Fair involves some 700 business persons demonstrating their jobs for students. The AT&T operator brings a console, the chef brings his equipment, the biologist brings laboratory equipment and the social worker brings all the important forms needed to do an effective job. Students peer over the role model's shoulders, ask about their work, touch their tools and see their uniforms. A Career Awareness Fair Business Advisory Committee assists in planning and implementing the Fair which brings some 7500 eighth graders together each May.

**D2) Blue Valley Schools**

Marsha Chappelow
Director of Community Relations
Blue Valley Schools
Overland Park, Kansas

An overview of the District Educational Partners' Program in the Blue Valley Schools will be presented. The goals, organization and district activities of the program will be highlighted. Specific examples of academic enhancement activities being implemented in individual school partnerships will be presented by principals and business partners.

**D3) Serving as the University's Technology Transfer Broker**

Harvey Dean
Director
The Center for Technology Transfer
Pittsburg State University
Pittsburg, Kansas

The presenter will give an overview on marrying the expertise of the university's faculty with the technology needs of small industries.

## FRIDAY, SEPTEMBER 22, 1989

### D4) Business and Public Sector Collaborations: PC's and the Classroom Teacher Literacy

Germain D. Ludwig
Second V.P. Human Resources Consultant
Mutual Benefit Life
Newark, New Jersey

When society is faced with making drastic changes in well-established traditions or standards, a crisis situation often develops. The Chinese way of expressing the word "crisis" is made up of two characters, one representing danger, and the other conveying hidden opportunity. As we face the responsibility of implementing change in our employment and training and our educational systems, we have the same options the Chinese symbols suggest: dangerous negative results, or positive new opportunities. This session addresses how one company has been dealing with the opportunities there are for successful collaboration between businesses, and the educational system; how they have created classroom teachers with PC literacy.

### D5) The Bay State Skills Corporation: A Catalyst for Business Education Training Partnerships

Lawrence G. Fitch
Assistant Director of BSSC
BSSC - Bay State Skills Corporation
Boston, Massachusetts

The Bay State Skills Corporation (BSSC), a quasi-public corporation in Massachusetts since 1981, is mandated to assist in promoting a productive and expanding economy by funding skills training programs in cooperation with industry and educational institutions. The presentation will describe how BSSC evaluates training proposals, builds partnerships, and implements them.

### D6) Exchange City

Natalie Barge
Director, Exchange City
The Learning Exchange
Kansas City, Missouri

Connie Campbell
President
The Learning Exchange
Kansas City, Missouri

Exchange City is a program designed to give students the opportunity to run a town of their own. It provides firsthand economic experiences to fifth graders through six weeks of classroom preparation and one day in a 6,000 square foot mini-town. More than 20,000 students, 4,000 parents and 700 teachers participate in Exchange City annually in the Kansas City area. Exchange City is a project of The Learning Exchange, a non-profit educational corporation in Kansas City, Missouri. Hallmark Cards, Inc., along with over 150 Kansas City area businesses support the project's facilities and operations. This session includes examples of how students apply economic knowledge and values acquired in the classroom to their jobs in Exchange City. A panel of funders and educators will respond to questions. The participants will learn how the program functions and impacts student learning, and how Exchange City can be replicated.

## FRIDAY, SEPTEMBER 22, 1989

11:15 a.m. - 12:15 p.m. SHOWCASE SESSIONS "E" SELECT ONE OF THE FOLLOWING

11:45 a.m. sharp BUS DEPARTS - BURLINGTON NORTHERN SIMULATOR

### E1) Choices

Mike Razook
Professional Development Manager
Boeing Military Airplanes
Wichita, Kansas

Choices is a dynamic, fast moving, hard facts look at realities of personal decision making. Designed for the high school freshman, it is a part of the Boeing Military Airplanes community involvement program. The ninth grade is a "swing year" in the final push toward graduation and life pursuits. At few other times will a student face so many important choices. The presentation will demonstrate the actual activities that occur during a session and will actively involve the audience. This will allow the individual to experience the tempo and message of the program.

### E2) Employment Literacy Center

Terrance R. Ward
President
H&R Block Foundation
Kansas City, Missouri

Lorena James
Adult Basic Education Coordinator
Kansas City Missouri School District
Kansas City, Missouri

Presenters will discuss an innovative collaborative effort wherein resources are drawn from business, government and public education to provide for traditional and non-traditional students. The discussion will involve pitfalls which were encountered in the establishment, as well as successes and practical recommendations for replication.

### E3) Junior Achievement Awareness

Melinda Knapp
Marketing Manager
Junior Achievement of Middle America
Kansas City, Missouri

Susan Sappington
Educational Manager
Junior Achievement
Kansas City, Missouri

Junior Achievement began in 1919 and is the nation's oldest youth economic and business educational program. Since 1955 over 90,000 students in the Kansas City area have participated in Junior Achievement programs. Junior Achievement's unique curriculum has always been based on one simple concept: To really understand business you need to experience it. That's why Junior Achievement students study business through hands-on practical assignments. In addition, companies who sponsor Junior Achievement classes provide volunteer professionals who share real life experiences with the students.

### E4) Leawood Middle School and St. Joseph Health Center

Jim Gill
Principal
Leawood Middle School
Leawood, Kansas

Judy Fillop
Business Coordinator
St. Joseph Health Center
Kansas City, Missouri

Caroline Hale
Leawood School Coordinator
Leawood Middle School
Leawood, Kansas

Presenters will give an overview of a specific school/business partnership. The discussion will include how the partnership was formed, the goals, accomplishments, and recommendations for replication.

# 1989 NAIEC SHOWCASE CONFERENCE
# KANSAS EXECUTIVE COMMITTEE

RICHARD P. RUSSELL
KANSAS STATE DEPARTMENT OF EDUCATION

STEVE JACK
KANSAS DEPARTMENT OF COMMERCE

DR. JERRY HORN
KANSAS FOUNDATION FOR PARTNERSHIPS IN EDUCATION

DR. KENNETH B. HOYT
NAIEC EXECUTIVE COMMITTEE

ANN L. KEENER
KANSAS FOUNDATION FOR PARTNERSHIPS IN EDUCATION

DR. DALE LEMONS
NAIEC EXECUTIVE COMMITTEE

BETTY B. ANASTASIO
JOHNSON COUNTY COMMUNITY COLLEGE

TRISH AARONS BOSILEVAC
1989 NAIEC CONFERENCE CHAIRMAN

The Kansas Executive Committee would like to thank the following individuals for their assistance in the organization of this successful conference:

Rosemary Dougherty
Johnson County Community College
Overland Park, Kansas

Barbara Havlicek
Kansas Foundation for Partnerships in Education
Manhattan, Kansas

Pat Butler
Kansas State Department of Education
Topeka, Kansas

Marsha Chappelow
Blue Valley Schools
Overland Park, Kansas

Chris Hamilton
Kansas State Department of Education
Topeka, Kansas

## FRIDAY, SEPTEMBER 22, 1989

**E5) Project HIRE**

Bill Foster
Project Director
Project HIRE
Metropolitan Community College
Kansas City, Missoiuri

Project HIRE - (Helping Industry Recruit Employees) was developed and implemented by a group of area vocational-technical schools, community colleges, and representatives of the Missouri and Kansas State Departments of Education. Thirteen different educational institutions participate cooperatively in the Project. Project HIRE is an umbrella for the participating AVTS and community colleges. The goal of the project is to provide a catalyst by which the schools can work together in the interest of developing and sharing jobs with one another for the benefit of vocational/occupational education students.

**E6) Meeting Workforce Needs Through School Improvement**

Shirlene Duncan
Coordinator
Business/School Partnerships
USD 259
Wichita, Kansas

Karen Allegier
Manager
K-12 Education Relations
Boeing Military Aircraft Company
Wichita, Kansas

Boeing Military Airplanes in Wichita, Kansas has entered into an education partnership with USD 259 by formalizing a comprehensive program. The presenters will give an overview of the program.

**E7) Business and Education Hand In Hand**

Staff of the St. Louis Public Schools
St. Louis, Missouri

This session will provide a broad overview of a myriad of programs provided by the St. Louis Public Schools Career Education office in conjunction with the St. Louis business community. Identified for grades pre-school through 12, these programs are diversified in their approach but in every instance stress the importance of self-concept and the relationship between education and the world-of-work. This potpourri allows business and community persons to choose from an array of options that take place either in the classroom or in the workplace with students or with educators, and with a variety of time commitments depending on the program. On a yearly basis the career education staff works with some 1,500 business persons. Inkind contributions of time to the St. Louis Public Schools are estimated at over 1.5 million.

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|---|---|
| **11:45 a.m. sharp** | **BUS DEPARTS - BURLINGTON NORTHERN SIMULATOR** |
| **12:00 - 1:00 p.m.** | **BURLINGTON NORTHERN SIMULATOR TOUR** |
| **1:00 - 1:15 p.m.** | **BUS RETURNS FROM BURLINGTON NORTHERN** |

# SYMPOSIUM ON: THE STATUS OF EDUCATION IN AMERICA AND DIRECTIONS FOR THE FUTURE

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TUESDAY, NOVEMBER 14, 1989

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
*Washington, DC.*

The committee met, pursuant to notice, at 9:35 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins, Kildee, Martinez, Owens, Hayes, Sawyer, Jontz, Goodling, and Bartlett.

Staff present: John F. Jennings, Counsel; Barbara M. Dandridge, administrative assistant (education); Andrew J. Hartman, minority staff director; and Beth Buehlmann, minority education coordinator.

Mr. GOODLING. Chairman Hawkins has been delayed and has asked that we move ahead on this second day of this symposium: the Status of Education in America and Directions for the Future. We had some very powerful and interesting and important testimony yesterday. I'm sure we will hear more of the same.

Hopefully, by the time we're finished with this, we will have all the answers and we'll be able to go to the Congress next year with a bill that will solve all of our problems. That's what you're supposed to bring to us in this two-day session.

It's different in that we're not having a question/answer period. We're giving the participants as much time as they need to say what they have to say, all of which will be in the record, and we will work from that.

So it's a different approach. Hopefully, it will help us as we try to find some answers for the serious problems that are facing education at this particular time in our history.

I would like to call Dr. Andrew Molnar to the table, first of all, Program Director, Application of Advanced Technologies, National Science Foundation. Dr. Molnar, welcome.

## STATEMENT OF ANDREW R. MOLNAR, PROGRAM DIRECTOR, APPLICATION OF ADVANCED TECHNOLOGIES, NATIONAL SCIENCE FOUNDATION, WASHINGTON, DC

Mr. MOLNAR. I'd like to thank you for the opportunity to meet with you today to review the status of science and mathematics education. I'm attempting to identify some of the more significant reports that have appeared lately and some of the highlights of those reports.

I think in looking at educational statistics, one has to be careful because there's a lag between what the current status is and what the statistics represent. Many statistics are in different time frames.

In addition, education is dynamic. It's always changing. Systems are different. When we look at international systems, they operate in a different way than we do. So a single statistic that represents large complex systems can highlight certain features but also distort or limit other things.

So why look at these studies? I think the critical reason is that it broadens our perspectives. It gives us a chance to compare ourselves with other countries and to look at history and to see what has transpired in the past and compare where we are in regard to those things.

It helps us identify issues and discern patterns that we can test against further data. So the attempt that I'd like to do is try and highlight some of these things to see if we can draw up patterns that might help in identifying questions and issues for the future.

First of all, within the context of education, there are many trends that are happening that over and above, it seems, beyond our control. Some have called these megatraumas because they seem to be crisis to crisis.

One of the more significant trends is the information explosion; that is, the doubling of information every ten to twelve years. Not only does it provide us new opportunities for business and trade, but it also creates a perpetual problem for education. That is, we now have, within a short span of five to ten years, a whole new discipline springing up that suggests that we have to not only add new information to the textbooks but totally revise concepts.

Some have argued that rather than just an information explosion, we really have an ignorance explosion. We know more and more about less and less and we have to try and keep up with it.

Second, the international competition, the competitiveness of the new global economy puts us in a different perspective. That is, what our schools teach has an impact upon how we operate as a Nation that is involved in business and trade.

Since World War II, half of our productivity gains have been attributed to technology. Two-thirds of the goods we produce now must compete against foreign merchandise abroad. So not only must we create businesses and industries that create products that we send overseas and gain resources, but we also must produce goods and services domestically that compete with foreign products.

Mr. Erich Block, the Director of the National Science Foundation, says that human resources, that science and engineering and technical skills are a strategic resource of this era.

I'd like to go to some slides.

[Slide presentation was shown.]

Mr. **Molnar**. I have a brief chart here that tries to show that this is the balance of payments over a number of years from 1970 to 1987. These are the trade with regard to manufactured products. In other words, we are importing more than we are exporting.

The top line is the high technology manufactured goods where we developed a balance of payments; but, of late, we are now importing more than we are exporting in this area. So the infrastructure of our society, the high technology one, is based on knowledge and information as well as skills.

Let's take a look at some of the demographics of the work force. Twenty-two percent decline in the next decade; that is, the number of 22-year-olds coming into the educational system and market has decreased. So we have a descripion in the numbers of people. The rate of those students in science and engineering in the last decade is now at an all time low.

There is increased volume in the cohort of minorities, 38 percent of decline in the number of freshmen choosing science topics. The concern that we have is that increasingly women and minorities will have to play a larger role, a significant role in the work force. This is some indication of the problems that we're going to have with regard to technical and professional shortage.

This is a chart showing full-time graduate students in engineering and computer science and sorted out by numbers of men and women. As you can see, the engineering professions and computer science programs are predominantly men.

With regard to minorities, you can see, again, there is a very small number of people in the pipeline, science graduates, who will eventually get degrees and operate as scientists and engineers. There's an increasing number of foreign students who are getting degrees in our universities in engineering.

This is nearly 57 percent of the engineering doctorates. Forty percent in both mathematics and computer science in 1985 were foreign-born students who are working in our universities. We are a Nation of immigrants. We welcome this, but what it does suggest is that this may be an unstable supply and we're not creating enough domestic individuals interested in science and technology.

We can see a shortage coming in terms of the numbers of scientists. It's estimated that the cumulative shortfall at the bachelor's level in natural science and engineering to be about 430,000 by the year 2000.

We're now in a different situation in education. Where in the past we used to sort out our very brightest and send them on to advanced degrees, it's been suggested that we should change our educational strategy from weeding out to cultivating. That is, taking all those that are able and trying to give them the skills and resources to participate.

This is, again, with the concern that about 80 percent of our labor force and entrants in the year 2000 will be minorities, women and new immigrants. In other words, we now have a quantitative shortage and, in some cases, it's been suggested a qualitative shortage in the educational process.

What can we do about this? Let's look at the high school level. If we assume that the salaries of teachers—there are about 2.4 million teachers—if we assume the average salary about $23,500 and starting at a salary of about $15,400, one response to improving the educational system is to attract more teachers to the profession who are more qualified.

An analysis of this shows that if we raise the cost of the average teacher's salary to make the profession more motivating and more interesting, that this—about $2,000 a year—will be a $5 billion cost for the system every year thereafter.

If we reduce class size by 10 percent, that will be another $5 billion. Or to put it another way, if we raise the cost of the teacher's salary to coincide with other occupations with similar credentials, it would run to an estimated $50 to $100 billion or about twice what the Federal educational programs are. So simple additions of money are not clearly an answer.

A recent survey by the National Science Teacher's Association shows that 7100 high schools in the country offer no physics, 4200 no chemistry courses, 1900 no biology. In other words, there is a lack not only of the science teaching but also of the teachers available to teach it.

Many states have doubled their requirements in math and science, and that's the good news; the bad news is, we may not have certified and qualified teachers to teach those subject matters. So we have to look for other ways.

Most of this began in terms of public attention. What I'd like to do now is switch to some of the reports that summarize the status of education. During the 1983 "Nation At Risk" report, I think, very effectively summed up that our country is at risk because we are not meeting the preeminence of commerce and industry and science and technology innovations from other countries. In fact, the educational system is a major factor related to this.

In that same year, the "Educating Americans for the 21st Century" was the National Science Commission on mathematics, science and technology. They concluded that the Nation that dramatically and boldly led the world into the age of technology is failing to provide its own children with the intellectual tools needed for the 21st century.

The commission noted that alarming numbers of Americans are ill-equipped to work in, contribute to, profit from and enjoy our increasing technological society. They observed that far too many emerged from the Nation's elementary and secondary schools with inadequate grounding in mathematics, science and technology.

As a result, they lack the sufficient knowledge to acquire training, skills and understanding needed today and will be even more critically needed in the 21st century.

The Commission laid out a 12-year program on how to create excellence in math, science and technology that would be first rate throughout the world by 1995. They estimated that the first year's Federal contribution would be about $1.5 billion.

Another report that looked at international comparisons with regards to mathematics—this group essentially looked at the comparisons scores on the international tests which showed, again, Japan being first in terms of eighth graders; U.S. being last. This was a comparison of calculus for the top five percent.

This was the average students. Again, Japan leads, and the United States is down near the bottom. These are eighth graders but, of course, the Japanese felt this was too easy for their eighth graders and used seventh graders.

A similar study was done in looking at the science achievement in 17 countries. The results are much the same; that is, the United States is, in physics, well below the average of other countries; in terms of chemistry, again well below the average; in biology, last.

The Educational Testing Service has summarized the figures with regard to mathematics achievement over the last four national education progress reports and finds that while there have been some gains, that most of it has been in the declarative or factual areas and not necessarily in the computational areas, and that we've not attained the gains in the high skill areas that we would need in terms of a competitive society.

They've also done a science report with similar results; that while there has been initial decline, that there's been a slight improvement, but this improvement nowhere matches the previous levels before.

Another study that tried to make some comparisons with regard to math and science, using comparable figures from the National assessment, found that the U.S. again placed last in mathematics with countries of Spain, Korea, Ireland and the United Kingdom and four Canadian provinces.

The significance of the study, however, I think for insight, is that comparing the highest groups, the Koreans with the U.S. group, we find that our kids are pretty good at one-step solution and our textbooks represent that.

When it comes to two-step solutions or complicated computations, that the percentages drop significantly with the Koreans obtaining 78 percent of the correct answers and the U.S. students 40 percent. When it comes to understanding principles, it's down to a 9 percent level of comprehension.

ETS also initiated its first computer competence study, and they found that the students score very poorly. Most of what's taught in the schools is how to program. The kids who benefit most from that are the kids who have computers at home. The interesting statistics that they show that—aside, the United States has about two million computers that are used in schools—when one looks at how they're used, in other words, in this column "never used," for mathematics, you find that 62.3 percent of children have never used a computer for mathematics. Also down here in the 11th grade level, that's even higher.

In the science area, to use a computer for science, 87.2 percent have never used a computer to do science. There's a reason for that. That is, more than half of our secondary science teachers have never had a course in computer science. Most of them have approximately six hours of in-service training, primarily by going to meetings.

There are some positive things happening. The Association for the Advancement of Science is creating a curriculum, "Science for Americans," with the aim of trying to make products of our educational system science literate. What they're doing is synthesizing the new developments in science, trying them out in the schools, and trying to make it an integrated course of science that people around the country could use.

Another very significant activity has been the National Council of Teachers of Mathematics, who have gotten together the professional associations and societies to work out a set of standards that they could all agree upon in the area of mathematics.

Collectively throughout the country, the attempt is not to change the local or state practice of mathematics, but to compare it to what professionals and mathematicians believe is what students should have in the way of skills when they graduate.

So, basically, one can conclude that since the "Nation At Risk" and all of the educational reform that has taken place, that if one were to look at the statistics of progress, one would find not much significant gain. Even if there were gains, it does not necessarily mean that we are responding to the challenges and opportunities available to us in the 21st Century; that is, it's not that education isn't changing—it is—education is not changing fast enough to keep up with our social, technical and scientific advances.

Finally, it is evident that the economy—science, technology and education—are all highly related. Science-driven innovations further the economy and create new jobs and new industries. Technology increases productivity but requires a more skilled professional labor force with a broader education and greater familiarity with the tools of science.

Currently, this shortage in the science areas are being filled by foreign scientists, people who have come here and who are educated in our institutions and remain. There is, much like the national deficit, much like the balanced trade in which countries loan us monies to invest and do things, it's not clear how long they will permit us to use their best and brightest to meet our short-term needs.

In short, there is a strategic need for the development of human resources, and much of that is on the way. The National Science Foundation has programs with regard to trying to create supercomputer centers, educational engineering centers that look at the basic fundamental cutting edge concepts in our professions, and in areas of trying to take multi-disciplinary teams to develop science information to make it valuable and useful to industries.

We need efforts of heroic proportion in the educational realm if we are to match those demands and needs that will be upon us in the 21st Century.

Thank you.

[The prepared statement of Andrew Molar follows:]

# A REVIEW OF THE STATUS AND TRENDS IN SCIENCE AND MATHEMATICS EDUCATION AND HUMAN RESOURCES DEVELOPMENT FOR THE WORKFORCE

Andrew R. Molnar
National Science Foundation
Washington, DC 20550.

I want to thank you for the opportunity to meet with you today and review the status of science and mathematics education. I have been asked to identify and highlight some of the more significant reports that have been written since the "A Nation at Risk" report.

### Megatrends or Megatraumas.

Before I begin I would like to say a few words about several "megatrends" in our society that appear to affect what is happening in education. Or, since education seems to go from crisis to crisis, I would like to talk about what has been described as the new "megatraumas" about to beset us.

### The Information Revolution: The New Educational Crisis.

First, we experiencing a scientific and technological revolution of unprecedented proportions. The information explosion has greatly increased our understanding of the world about us and according to economists is largely responsible for our high standard of living. However, the continued growth and exploitation of information rests not only upon science's ability to produce new knowledge, but also upon society's capacity to absorb it and use it. There is a growing awareness that we are fast reaching the human limits of man's ability to absorb new knowledge.

### The International Competitiveness Crisis and Our Response.

Second, as Mr. Erich Block, the Director of the National Science Foundation, noted in a recent speech, we have moved from a national economy to a global economy. Since World War II he says, U.S. technology was some of the best in the world and our technological innovation accounted for nearly half of our productivity gains. Mr. Bloch notes, world trade has increased sevenfold since 1970 and over two-thirds of the goods we produce must now compete against merchandise from abroad. The factors that have affected this transformation, he says, are the industrial resurgence of Europe and Japan, the spread of industrialism to less developed nations, and the development of communications and transportation technology that make world-wide industrial integration possible. He says we have learned in recent decades that strong basic research is not a sufficient condition for strong economic growth. There must also be ways to link new knowledge with industry and to strengthen research in those areas that are likely to be most fruitful.

Mr. Block has observed that human resources development of scientists and engineers are the strategic resource of this era. He says we need to start now training the technical manpower America will need in the 21st Century.

### Human Resources:The National Crisis in Science and Engineering.

Third, we are facing a rapidly changing structural shift in our national workforce. Following the much publicized "baby-boom" has been a "baby-bust"--

a significant decline in the number of births. As a consequence the pool of human resources is smaller. Demographic studies show we are facing a period of shortage of scientific and technical manpower. There will be a twenty-two percent decline in the college-age population in the next decade, and the rate of college students choosing science and engineering has declined 38% over the past decade. These shortages will have to be made-up by women and minorities--groups that have historically not participated in large numbers in science. Eighty percent of the new labor force entrants by the year 2000 will be minorities, women, and new immigrants. If one looks at the full time number of graduate students in engineering and computer science, one finds a small number of women. Similarly the number of minorities in graduate education in computer science and engineering is small.

Currently, foreign born scientists and engineers make up a large and growing part of the pool. Ph.D degrees, a good indicator of the state of the science pool, shows that 57% of the engineers and approximately 40% of the mathematics and computer science graduates are foreign born. The pool is limited because fewer and fewer U.S. students go on to advanced degrees, and there is an increasing number of foreign students being trained in science and engineering.

Many feel that the skills of the labor pool are also diminishing. In short, the nation is experiencing both a quantitative and qualitative shortfall of human resources during a time of rapidly changing need. In order to increase the number and quality of students in the educational pipeline, it has been suggested that we will have to change our educational philosophy from "weeding out" all but the best, to "cultivating" all that are able.

Teacher Shortages.

Fourth, most States have significantly increased the graduation requirements in mathematics and science. That's the good news. The bad news is were running out of teachers qualified teachers. It is estimated that we need about 1.6 million teachers in the next eight years. While estimates of need differ and vary from place to place, it is clear that many teachers are soon to retire and many are leaving the field for higher paying jobs. It is also clear that in 1968, 25% if all freshman and 37.5 percent of women were planning teaching careers. In 1987, Freshmen interested in careers is 8.1%. Therefore, with a smaller cohort and smaller number to college students interested in education in general, it is clear there will be shortages in the near future.

In addition, many mathematics and science teachers are not certified in these fields in which they teach. It is estimated as high as half of the certified teachers teach out of field.

The National Science Teachers Association Survey shows that of the approximately 24,000 high schools, 7,100 offer no physics, 4,200 offer no chemistry courses, and 1,900 offer no biology courses.

Some say if we make teaching more attractive we can get more and better teachers. We have 2.4 million teachers with an average salary of about $23,500 and average starting salary of approximately $15,400.

Lets suppose we raise teacher's salaries $2,000 a year. That will cost the Nation 5 billion dollars annually, every year. Let's suppose we make a 10% reduction in class size --that will cost another 5 billion a year. If we bring school pay in line with other occupations requiring college degrees, it is estimated that it would cost 50 to 100 billion a year--twice the cost of all Federal education programs.

Status and Trends in Science and Mathematics Education.

Nation at Risk. In 1983 The National Commission on Excellence in Education declared that our Nation is at risk: our once unchallenged preeminence in commerce, industry, science and technological innovations is being overtaken by competitors throughout the world. They identified education as a significant factor for this and said that if an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today; we might well have viewed it as an act of war. They came to this conclusion based upon some of the following findings:

o some 23 million American adults are functionally illiterate

o average achievement of high school students on most standardized tests is now lower than 26 years ago

o college SAT test scores demonstrated a virtually unbroken decline from 1963 to 1980

o there was a steady decline in science achievement scores of 17 year olds from 1969 to 1977

o between 1975 and 1980, remedial mathematics courses in public 4 year colleges increased by 72% and now constitute one quarter of all mathematics courses taught in those institutions

o average test achievement of students graduating from college was also lower.

Commission on Precollege Education in Mathematics, Science and Technology. Also in 1983, the National Science Board Commission on Precollege Education in Mathematics, Science and Technology wrote a report, "Educating Americans for the 21st Century". The Commission concluded that the Nation that dramatically and boldly led the world into the age of technology is failing to provide its own children with the intellectual tools needed for the 21st Century. The Commission noted that alarming numbers of Americans are ill equipped to work in, contribute to, profit from, and enjoy our increasingly technological society. They observed that far too many emerge from the Nations's elementary and secondary schools with an inadequate grounding in mathematics, science and technology. As a result, they lack sufficient knowledge to acquire the training, skills and understanding that are need today and will even more critically needed in the 21st Century.

The Commission defined a national agenda for improving elementary and secondary science education in mathematics, science and technology. They spelled out a plan of action for all sectors of society and detailed a 12 year plan that would provide all youth with a level of mathematics, science and technology education that would be the finest in the world, without sacrificing the American birthright of personal choice, equity and opportunity. They estimated the costs to the Federal government for the new programs for the first year to be $1.51 billion.

The Underachieving Curriculum. In 1987, an assessment was made of U.S. School Mathematics from an international perspective called the "Underachieving Curriculum" A survey of eighth and twelfth grade students in the U.S. and seventeen countries were surveyed. In the U.S. the achievement of the Calculus classes, the nation's best mathematics students, was at or near the average achievement of the advanced secondary school mathematics students in other countries. (In most countries, all advanced mathematics students take calculus. In the U.S., only about one fifth do).

The achievement of the U.S. precalculus students was substantially below the international average. In some cases the U.S. ranked with the lower one-fourth in the Study, and was the lowest of the advanced industrialized countries.

The report concludes that a fundamental revision of the U.S. School mathematics curriculum, in both form and substance, is needed. This activity should begin at the early grades of elementary school.

Science Achievement in Seventeen Countries. In 1988, "Science Achievement in Seventeen Countries: A Report of preliminary results from a 1983-86, Multinational Study by the International Association for Evaluation of Educational Achievement" were published. The survey focused on ten year old, 14 year old, and the final year of secondary school. The U.S. ranked below average in Physics, Chemistry, and Biology.

The Mathematics Report Card. The Educational Testing Service(ETS) in 1988 published two significant reports; one on mathematics and one on science. The "Mathematics Report Card: Are We Measuring Up? reviewed mathematics achievement in the 1986 National Assessment of Educational Progress(NAEP). Some of the pertinent statistics cited are:

o one out of three major corporations already provides new workers with basic reading, writing, and arithmetic courses.

o if current demographic and economic trends continue, American businesses with hire a million new people a years who can't read, write, or count. Teaching them how...will cost industry $25 billion a year for as long as it takes.

o the most recent international mathematics study reported that average Japanese students exhibit higher levels of achievement than the top 5% of American Students enrolled in college preparatory mathematics courses.

ETS reviewed the National Assessment of Educational Progress (NAEP) in mathematics for 9, 13, and 17-year old for the years of 1973, 1978, 1982 and 1986. The report says that assessment findings show both encouraging and discouraging trends. There were improvements in performance occurring across a wide segment of the population, especially among Black and Hispanic students. However, this good news, they say, must be tempered by continuing concern over the generally low levels of performance exhibited by most high school students and by the fact that the majority of improvement shown resulted from increased performance in low level skills.

The Science Report Card. ETS also published "The Science Report Card: Trends and Achievement Based on the 1986 National Assessment" which reviewed the science results. The trends for 9, 13, and 17 year olds across five national science assessments from 1969 to 1986 reveals a pattern of initial decline followed by a subsequent recovery at all three age groups. They report that to date, the recoveries have not matched the declines. At age 17 student science achievement remains well below that of 1969.

The trends suggest that a majority of 17 year olds are poorly equipped for informed citizenship and productive performance in the workplace, let alone post secondary studies in science. More than half of the 17 year olds appear to be inadequately prepared either to perform competently jobs that require technical skills or to benefit substantially from specialized on the job training. Only 7% have the prerequisite knowledge and skills thought to be needed to perform well in college level science courses. They conclude that since high school proficiency is a good predictor of whether or not a young person will elect to pursue post-secondary studies in science, the probability that may more students will embark on future careers in science is very low.

They report that despite recent gains, the average proficiency of Black and Hispanic students remains at least four years behind that of their White peers.

A World of Differences. At recent report publish this year, "A World of Differences: Report of an International Assessment of Mathematics and Science", is a multi-national study of 13 year olds based on test items drawn from the mathematics and science components of the NAEP surveys. The U.S, U.K., Spain, Korea, four Canadian Provinces, and Ireland participated. The U.S. placed last in mathematics and in the lowest group in science. Korea scored the highest on both tests.

Computer Competence. ETS, in 1988, published their results of the First National Assessment of Computer Competence. They found that computers are primarily used to teach programming and little else. The achievement scores in this area are not too good except for those who also have computers at home. Even with an estimated two million computers, 78% of the 7th grade and 87% of the 11th grade never use computers to solve science problems. In the 7th grade 62% and 77.9% of the 11th grade never use computers to practice mathematics. The report notes that America' prominence in the world economy rests to a large extent upon its technological competitiveness. We are not longer, they say, so much a nation rich in industry as a nation rich in information. Our future industrial strength depends on how effectively can use computer-based technologies.

Science for All Americans. Several of many positive actions are now underway that deserve notice. The American Association for the Advancement of Science (AAAS)(1989) initiated an effort through reform in science education. The report, "Science for All Americans (Project 2061) is an attempt to establish a major kindergarten-through high school reform and synthesis of the school science curriculum. Its aim is for the improvement of the ability and capacity of the educational system to send forth citizens who are "science literate"

Curriculum and Evaluation Standards for Mathematics. The "Curriculum and Evaluation Standards for School Mathematics" (1989) is a very significant report. The National Council of Teachers of Mathematics (NCTM) initiated a Commission of the major professional and mathematical associations to create a coherent vision of what is means to be mathematically literate in a world that relies on calculators and computers to carry out mathematical procedures, and a world where mathematics is rapidly growing and is extensively being applied in diverse fields and to create a set of standards to guide revision of the school mathematics curriculum and associated evaluation toward this vision. The report is the outcome of the Commissions findings and recommendations.

### National Science Foundation Programs.

While the prime purpose of this presentation was to review some of the demographics and the status and trends of the most recent reports in science and mathematics education as they relate to the work force, I would be remiss if I did not acknowledge that much is going on at the National Science Foundation aimed at international competitivenes and meeting the nation's human resource requirements. The National Science Foundation has initiated programs to create supercomputer centers and a high speed network that will connect all centers, and will soon be available to all universities throughout the country. This year high school students are also carrying out research at the Cornell University supercomputer center. Engineering Research Centers have been established to work on developing fundamental engineering knowledge to enhance international competitiveness. Science and Technology Centers have been established to work on multidisciplinary problems related to competitiveness.

Our science and engineering education programs are revitalizing science and mathematics at the school level. We are developing new mathematics and science curriculum at the elementary and secondary levels of education. We have several Teacher Enhancement Programs to assist teachers in keeping up with recent developments in science and mathematics. We have a Young Scholars Program to permit high school students the opportunity to work with scientists. Our Informal Education Program focuses on out of school learning in mathematics and science. And our Applications of Advanced Technologies and Research Programs support work that focuses on innovation and fundamental knowledge for teaching and learning.

Summary and Conclusion.

In conclusion, It is clear that since the publication of the "Nation at Risk" in 1983 and in spite of legislative action and educational reform, the performance of our educational system, as a whole, has not significantly improved. And even if the current systems are improved, they still may not be responsive to the needs and opportunities of the 21st Century. It is not that education is not changing; it is. However, it not changing fast enough. It is becoming increasingly clear that with rapid changes in science and technology and the rapidly changing composition of our work force that measures of heroic proportions must be made if education is to be responsive to the challenges we face. It will require new thinking as innovative as that going on in all fields of science and technology if we are to be competitive.

It is evident that the problems of the economy, science, technology and education are highly related. Science-driven innovations spur the economy and create new jobs and new industries. Technology increases productivity, but requires a more skilled professional labor pool with a broader education and greater familiarity with the tools of science. There is and will continue to be a shortage of scientists. Currently it is being filled by foreigners. Much like the national deficit and trade imbalance it is not clear how long the world will permit us to import their best and brightest to work on our problems. We must develop our own human resources. International competition for global trade will depend not only on discovery of new innovations, but the speed with which that knowledge is transmitted through our educational systems to create a highly skilled workforce. It is clear that the future will require a major restructuring and retooling of our social, industrial and educational institutions.

Mr. **Goodling**. Thank you, Dr. Molnar. I think we will do a quick on-the-spot survey, since I see six students in the rear. Are you, what, 11th graders, 12th graders, 10th graders? How many of you have taken every math and science course that your school offered? That's pretty good, a pretty good survey.

Do your schools offer calculus? Beyond calculus? How many had elementary teachers that you believed were quite knowledgeable in the teaching of science and mathematics, quite capable? Some were and some weren't. I think that's part of the problem.

Yes, Dr. Molnar?

Mr. **Molnar**. I'd just like to mention that there are some outstanding gifted and talented students that are participating. This year at the supercomputer center at Cornell, we have high school students who have competed in the superquest to do research projects that would require the use of the supercomputer.

It's not significant that they're using a supercomputer, a very expensive and valuable tool; what is significant is that the subject areas that they're studying are not represented in the undergraduate or high school curriculum. In other words, they're so remarkably different at a different scope. But there are some outstanding students. The foundation also supports the presidential awards in math and science for teachers.

It is extremely elating to work with those. I've helped organize those meetings, and we had some outstanding teachers throughout the country. The situation is that everything is changing. Education is not static. It's a dynamic situation, and these problems must be attended constantly.

Mr. **Goodling**. One last question: How many of you had computer training in elementary school? How about secondary school?

Thank you very much, Dr. Molnar.

Our next panelist is Dr. Shirl Gilbert, Deputy Superintendent, Indianapolis Public School System, Indianapolis. Jim had to go back to his office for a scheduled meeting. So if you would like to proceed.

## STATEMENT OF SHIRL GILBERT, DEPUTY SUPERINTENDENT, INDIANAPOLIS PUBLIC SCHOOL SYSTEM, INDIANAPOLIS, INDIANA

Mr. **Gilbert**. Thank you, Mr. Goodling. First, may I share with each and every one of you that it is a signal honor for me to be able to sit before you this morning and share several critical issues which I know must be considered by policy-making bodies across this country if we're going to stem the tide of mediocrity and illiteracy which is streaming out of our elementary and secondary schools and urban centers across this Nation?

I bring you greetings from the 55,000 boys and girls of the Indianapolis public schools, from its superintendent, Dr. James Adams, and from its board chair, Mr. Steven Hyatt. I appear before you this morning, representing 25 years of urban public educational experience: 5 years as an elementary teacher in the St. Louis Banneker group of schools and the Pruidigal Project in St. Louis, Missouri, 3 years as principal and assistant principal of that same building, the Carlane School, and 17 years in various and sundry administrative positions at the central office—the final 12 or the last 12 being at the highest executive levels of public, elementary and secondary education in our Nation: 6 years as superintendent of schools in East Chicago Heights public schools in East Chicago Heights, Illinois; 4 years as superintendent of schools in the Petersburg, Virginia, public schools in Petersburg, Virginia; and the past 2 years as the deputy superintendent of the Indianapolis public schools.

These years in the vows of urban public education in our great Nation has given me a view and a perspective of the system which I hope has prepared me to share substantively with you this morning.

I must share that I am somewhat disappointed, as this is my first opportunity to speak before an august committee of Congress and to speak on an issue about which I feel passionately, and which I feel is one of the most important issues that we must face in the Nation today; that being education, especially as relates to public education and particularly to urban public education.

Finally, I come before you from my position as Chairman of the Superintendent's Commission of the National Alliance of Black School Educators which counts among its membership some 96 black and brown superintendents from urban public school systems around this country.

Their numbers include the superintendent of: Memphis, Tennessee; St. Louis, Missouri; Atlanta, Georgia; Dayton, Ohio; Chicago, Illinois; Compton, California; Dallas, Texas; Portland, Oregon; Birmingham, Alabama; Detroit, Michigan; East Orange, New Jersey; Gary, Indiana; and many other urban centers across this Nation.

The focus of my sharing with you this morning will spotlight three areas: one, funding; two, teacher and administrative training; and three, legislative/mandate sensitivity.

Mr. GOODLING. I'm sorry, would you repeat the last one?

Mr. GILBERT. Legislative/mandate sensitivity. I want to present to you this morning as a practitioner and from a practical perspective as an administrator who is presently and currently trying to do all that can be done in an urban system to give young people the preparation they need to compete in life.

I often use compete and competition in opportunities to speak, and I always want to differentiate between competition on the football field and the basketball court. I'm talking about competition and the ability to be able to compete on the world stage and in life as they leave the halls of academia at the high school level and, hopefully, at the college level into the future.

First let's talk for a few minutes, if you will, about funding. Certainly, as has been chronical to you in the testimony of Dr. Molnar previously, there is no panacea in throwing dollars, millions, even billions of dollars at these issues; but certainly there is a need to begin to take a look at how we are utilizing the dollars we are using and try to assess the extent to which additional dollars in some focused areas might be able to help us to do a better job of delivering high level instructional services to boys and girls in urban, big city public school systems across this Nation.

First we need flexibility. It is unfortunate that despite the fact that millions, even billions of dollars are doled out from Congress to elementary and secondary schools systems across the country, that all too often these dollars are tied to red tape and limitations which preclude, prevent our opportunity to be able to utilize these funds in the most advantageous way for boys and girls in our school systems.

I want to share with you a recent experience which grew out of my effort to initiate an innovative, I think, and potentially successful program in Indianapolis designed to help the poorest performing youngsters in the Indianapolis public schools to have a better opportunity to be able to be successful educationally.

My staff and I, over the summer, dreamed up, if you will, a program that we dubbed the curriculum enrichment rooms. We wanted to take the bottom of the academic achievement spectrum in grades four, five and six, and create in certain identified buildings where youngsters were at the bottom of that academic spectrum academically and put them in what we called academic weigh stations.

We wanted to pull them out of the mainstream program, put them in a nongraded program designed to have no more than 16 young people, a hand-picked teacher and a hand-picked teaching assistant with high interest, low level materials—because these young people were three, four and five years behind in their ability to be able to read and compute at the level commensurate with their age and stage in school—and over a period of no more than 24 months with a 12-month review of where they are—so it's a 2-year program maximum—with a review for every youngster at the end of the first year of how well they're being able to take advantage of this highly academically enriched program.

We would focus in this program only on reading and math in the main with our desire to have these young people to remediate poor skills sufficient to be able to compete with their contemporaries back in the appropriate grade level to which they would be assigned.

These programs required us to renovate some classroom spaces because we wanted to paint them differently than the other classes in the room, because we wanted these young people to be proud to be a part of this EER program and not to feel, as often youngsters feel in Chapter 1 and other remedial compensatory programs, that they are "the dummies" and that they need some special effort on the part of the school to help them to be successful.

Rather we wanted to have people to be proud to be in these classrooms, so we wanted to paint them a distinctive color, different from any other color in the building. We wanted to purchase for these classrooms additional and different and colorful and exciting furniture and equipment. We wanted to select, on a hand-picked basis, the best teachers we could find to go in who understood that all kids can learn and that kids do what you expect them to do in terms of what is going on.

As we searched for ways to fund this, it met all of the criteria for funding through Chapter 1 programs, so we sought out our Chapter 1 administrators and specialists in the system. We worked with them to write the proposal to be included in our Chapter 1 grant to go to the state. We forwarded that innovative, creative program as a part of our Chapter 1 request for 1989-90 to the State Department of Education in Indiana.

What we got back a few days later from the State Department people was that our effort to implement this program reflected a supplanting of the middle part of general fund monies for the system and therefore was ineligible for Chapter 1; but that if we wanted to pair these classes with a similarly situated general fund class, but half the students in each, we could do it.

Well, the reason that we turned to Chapter 1 in relation to these programs was because we did not have sufficient funds in the general funds to oversee this kind of program and wanted to use supplemental funds that we got from the Federal and the state governments to underwrite these.

We went over and we talked to the State Department people and we tried to convince them that, in fact, this was a program that had the potential to have these young people to be successful, and they agreed that it was an innovative program inconsistent with anything they had seen before, and they thought it had all the ingredients to work, but that we could not use Federal funds to underwrite it.

Ladies and gentlemen, that is the kind of inflexibility that prevents us from doing the kinds of things we need to do to help these young people to be able to benefit, especially young people in urban centers who come with all of the demographic baggage which prevents them from being able to be successful in school.

There are only three things that are different between youngsters who are in urban and suburban schools who do well, and youngsters who are in urban schools who don't do well. My youngsters, 60 percent of whom would be characterized as minority and/or disadvantaged and/or poor, and they are both black and white and brown, come to the Indianapolis public school system without a self-concept or without a self-esteem that allows them to even feel they can be successful.

They come with very few opportunities to have been successful over the four or five years of their life as they enter kindergarten and/or first grade, and they come with nobody celebrating that, in fact, they are meaningful human beings. They come with an experiential deficit that prevents them from being able to take advantage of the instruction in the classroom or to make the transfer from what's going on in that classroom to real life learning.

I always want to make an example of that so that everybody can understand what we're talking about when we say an experiential deficit that urban kids bring to schools. I have about 7,000 kindergarten and/or first grade kids. I have to use both because in the State of Indiana, kindergarten is not mandated, unfortunately. So many of our youngsters don't come to school until their first grade.

We have about 7,000 kindergarten and/or first grade kids who come to the Indianapolis public schools every September. Better than 70 percent of those 7,000 young people come having never seen a real live elephant in their life. They come having never seen a real live elephant in their life. Now all of them have seen elephants in the book or the magazine or on television and they were this big. They thought they could step on them and kill them.

Then they come to school. They get a fabulous teacher in first grade and/or kindergarten. I have many, many fabulous teachers in first grade and kindergarten in Indianapolis. They do a good job of teaching these young people the concepts big and little. When they get through teaching those concepts, these little people, these young 6-year-olds understand big and little. They know what's big and they know what's little.

Some of our teachers are resourceful and they go find, Mr. Goodling, beach balls in Indianapolis. It's tough to find a beach ball in Indianapolis because there's not too many beaches there, but they find beach balls in Indianapolis. Then they go pull out for their kids a bolo bat or bolo bat ball and they use these manipulatives of the great big beach ball and the little bitty bolo bat ball to teach these kids, using those manipulatives, what the concept of big and little is.

The next day they pull out the reader for these young people. You know, in the first grade, the kids can't read so they have big books. A big book is a big replica of a little book that kids use, but the teacher uses it in front of the class. She holds it open. She points to the words and she reads and teaches kids by association what those words mean.

She pulls out a big book and opens it to the first story and the first story in the big book is about the circus. The first line of the first story in the big book says, "Down the street came the big, big elephant." They understand what street is. They understand what down is. They know what big and little is because they got taught that yesterday. But they are immediately confused because their only experience——

Mr. GOODLING. Excuse me one minute, Doctor. Before the young people leave, I should ask one other question. How many of you are going to be teachers? Therein is our problem.

Mr. GILBERT. It certainly is part of it. They are immediately confused because while they understand what big is, the elephant that they've seen, they thought they could step on and kill. They've never seen a big, real elephant so they can't make the association between this word big and this thing they know about that is an elephant.

They're confused. That confusion that happens in every first grade class in Indianapolis every year is replicated thousands of times every week all year long in their first, second, third and fourth grade years because they have this experience deficit.

Therefore, the longer they stay in school, the farther they fall behind because we are unable to accommodate the deficit that these young people bring to school. The third thing that is different between youngsters who perform and youngsters who don't is the fact that their parents are involved and understand the importance of education.

Parents, in many instances, always say school is important. Young people decide what's important not based on what parents say but based on what parents do. We have worked real hard in Indianapolis to try to help parents understand that it's important that they do some things with relation to education to help their young people understand how important it is.

I advocate all over town as I talk to parents that if you do one thing, the scores in Indianapolis will go up. If I got every parent in Indianapolis to do this one thing, then the scores would go up. That is, ask the kids every day when they come home from school what happened at school today.

The first 200 times you ask the kid what happened at school today, they are going to tell you nothing because that's what they're used to saying. They don't think you really want to know what happened at school because you don't spend any time talking to them about school or visiting school when nothing is wrong.

On the 201st or the 215th or the 307th time, they will tell you they made 85 on the test. It is important that parents know when they finally get an answer from this young person—they will get an answer eventually if they keep asking. I keep telling people they have to persist with them and keep asking that even though the kids are saying nothing.

Now don't make a big deal on them saying nothing. Don't tell them you know something happened. Leave it alone. Don't fuss at them because they won't tell you what's going on at school today. Eventually they will tell you they made 85 on the test.

When they do, you have got to celebrate their success. You've got to celebrate that, in fact, something good happened at school. Then do something special for these young people. What that does is take advantage of human nature, what we know about the affective reality of being a person; that is, to have somebody celebrate you if somebody does something special for you because you did something that they wanted you to do; that you're tendency is to want to do that again because you want them to treat you like that again.

So the affective nature of schooling, that we haven't spent any time teaching parents, must become a reality if we're going to make a difference. The funding realities of all these things are that they cost money to implement because they're beyond the realm of what is the usual and customary responsibility of schooling, that of delivering high level instructional services in reading, math and language arts and the other courses of the curriculum.

So it is important that we have some flexibility so we can use some of these funds that heretofore have been categorically tied to red tape and limitations in ways that would be more creative and more innovative, that would speak to the real issues that are inherent in our success in school today.

Second, I want to share with you that there's a real unwillingness in the general populous of urban America to fund schools as they have been funded in the past. Schools, as you know, have been funded on the backs of folks who own property in this Nation in the local communities in which the schools exist.

In the suburban and parochial and private situations, whether funding sources or that and other strategies, but where kids perform academically at a higher level than they do generally in urban America, there is less of a resistance to pay those taxes that are necessary—or the tuition in the case of private and parochial schools—that is necessary to educate those kids.

When you find an urban America—Indianapolis, Chicago, Boston, Baltimore, Miami, Los Angeles—that the number of people in those communities who are impacted by youngsters who are in the public schools is diminishing year after year after year after year.

There is a reluctance for those who have no vested interest, they think, in the schools to continue to pay more and more and more taxes to support those schools. So Congress has got to be more sensitive to the fact that there's an unwillingness on the part of urban America to continue to fund schools as they have been funded in the past.

We've got to find other sources of funding of schools. We've got to begin to help states to use funds that they have come up with in the last 10 to 15 years like lottery funds. State lottery situations are blazing across our Nation. We just, a few months ago, approved it in the State of Indiana. They always, as they try to sell lotteries to the populous, include education as one of the benefactors of the lottery.

I want to tell you that I was in Chicago for 13 years before the lottery and after the lottery, and very little of the lottery money in Chicago, which is now 10 or 12 years old, goes to the schools in the State of Illinois. My guess is that that will happen in Indiana, Alabama and Mississippi and in Oregon unless Congress begins to take some positions that would allow some incentives to the states that would be willing to use some of those billions that come in the lottery processes for the funding of public schools and public education.

The third issue I want to deal with with relation to funding has to do with our trying to look at some new funds coming into urban America from the Federal Government. It has been historical that the Federal Government does not fund public education. It's a locally-funded and state-funded institution in our Nation.

Those things that come from the Federal Government have been designed in the main to compensate for inequities that have happened over time with relation to public education and to serve as incentives to cause state and local governments also to compensate with relation to that.

It's time now for the Federal Government to start using its muscle to provide Federal incentives to help these unwilling communities to understand that they must fund these public schools in this Nation. It's time to tie Federal funding coming into the state to the state's willingness to fund the schools at a higher level than has been the case before.

You and Congress very successfully were able to convince state governments that you wanted to change the speed limits on the highways and byways of this Nation from the 70 and 75 they were several years ago to the 55 and 65 they are now. You did that very successfully by tying the Federal monies that go to the states for transportation-related issues, roads and public transportation and other federally funded programs that go to the states, to their willingness to change those speed limits.

You, as I'm sure I don't have to share with you, were able, in every state in this union, to cause the powers that be in the states to change those speed limits from 70 to 55 without exception. We want you to use those same kinds of muscles as Federal incentives to states to begin to take another look at the level of funding that's going to elementary and secondary schools in each of these states. We think that you certainly have the clout to do that. We would admonish that be one of the things you look at.

We also want to suggest something new. A few years ago we had some things called urban enterprise zones. In those urban enterprise zones we did all kinds of great things. We forgave taxes to investment entities and individuals who were willing to build and/or invest in these urban enterprise zones.

We paid people incentive grants in order to help us to develop economic programs that would help to revitalize central decaying cores of urban cities. Those things, again, were successful utilization of the muscle that Congress has as the National body which oversees the operation of this great Nation.

We want to propose to you that we have some urban education zones. In these urban education zones, the same kind of thing happens that happened before those who were willing to support urban enterprise zones. In these urban education zones, we would suggest that you would forgive Federal taxes and that you would present incentives to states to forgive state taxes to entities who were willing to invest in the improvement of urban education in those areas.

We would suggest that you also assist, in the point that Mr. Goodling made just a few minutes ago as the young people left the session, us in recruiting the best and the brightest teachers to the urban centers of this Nation. We think you can do that by putting in place, in these urban education zones only, grants that would allow BA degree teachers, first year who are coming out who want to get advanced degrees, grants to allow them to get their degrees; but in return for that they must teach in an urban education zone, and they must give to that urban education zone their considerable skills for some limited period of time, five, ten, whatever is consistent with the best and brightest among you who put together these kinds of legislative packages and programs for our Nation.

We would suggest that you could assist us in generating new funds for urban public schools. You could assist us in recruiting teachers and developing programs through incentive monies that would go into these urban education zones designed to make them more attractive for individuals who otherwise would find other places more desirable to teach and to learn and to grow and to invest.

We would suggest to you that it's important that we address this situation of youngsters coming to us with experience who show deficits, that there needs to be a compensatory program specifically geared to giving youngsters experiential opportunities to leave their community and leave their school building and go out into the larger world and see an elephant and see the many other things that will allow them to make the transfer from what's going on in the classroom to real life learning.

We need some Federal incentive dollars to convince folks that we have to do that. In every one of the superintendencies that I've shared with you before—Illinois, Virginia, and now Indiana—I find myself in trouble as I advocate for big dollars to go into field trip programs, because I understand that urban poor and minority and disadvantaged kids who come into those systems need to have their experiences accommodated, their lack of experiences accommodated.

Until we begin to do that, these youngsters are not going to be able to make the transfer from what's going on in the classroom to real-life learning.

Of course, I could talk about the maintenance of the funds that are still out there. We, of course, want to maintain the Chapter 1 funding. We want to maintain the Head Start funding. We want to maintain the First Start funding. All of those things that have proven to be successful educational strategies for America we want to maintain, but we've got to begin to look at some other strategies for helping these urban systems to be successful.

The second of the three areas was teaching training. I spoke just briefly to educational grants for advanced degree completion for those people who are willing to work in urban enterprise zones. We also need to focus some attention on our teacher preparation, our colleges and universities, who are not doing the kind of job that needs to be done to prepare urban teachers.

I graduated from Perdue University. That is one of the most prestigious universities in this country, but they did not prepare me for dealing with the realities of urban public education. They taught me to deal with mainstream American situations that are not reflected by what's going on in Boston, Massachusetts, that are not reflected by what's going on in Chicago and in LA.

We've got to help folks understand that there are some cultural and some historical realities. There are some learning-style and teaching-style issues that have to be addressed if we are going to be successful in delivering high-level services to minority and poor and disadvantaged youngsters in urban America.

We need to put some money—the Federal Government needs to put some money in training of administrators and teachers in the urban and affective realities of public education.

Finally, we need to have the Congress to be sensitive to the legislative actions and mandates which they send down the pike or they cause to be sent down the pike by the states because of actions that you take.

One very quick example is a law in the books which was just passed five or six years ago—it was a part of the Fair Labor Standards Act—which requires that every individual who works in any agency covered by that act must be paid time and a half and/or be given compensatory time for all hours over the 40 hour minimum or maximum work week that is a part of the act.

Now that seems to be a pretty harmless piece of legislation and certainly has helped many people who have been coerced and intimidated into working long hours and not being paid anymore than they usually would have been paid during the regular 40 hour work week. We understand the thinking behind the legislation and certainly it was something that was needed because many, many people were being prostituted by employers who were not given them their just due.

What that has done in public, and maybe perhaps even private and parochial education, is that we have people who work for us as counselors who also are football coaches. When they work as a counselor, their salary is one rate. When they work as a football coach, their salary is another rate.

We have found that we are in conflict with the Federal law when we don't pay that counselor the same rate of pay and even time and a half when we have him work for us after the working hours as a football coach. It is not as much a problem in the certificated area, in the example I just used, as it is in the noncertificated area; those people who come to us and who do not have educational degrees and who work for the system.

One would be—and I say a teacher assistant who works for us in the daytime, assisting a teacher in a classroom, but as a football coach in the afternoon and who will, because of the football season and because of the time it takes to work with a football team, work 12, 15, 20 hours over and above the 40 hour work week that is a part of his regular operation.

What we have had to do in Indianapolis is cut off every last one of those teacher assistants who were also football coaches after school because we could not afford to pay them time and a half and even double time on Saturday when the game happens for their coaching activities, even when they were willing to do that at the regular rate of pay. The law says they can't have that latitude to do it at the regular rate of pay.

We need Congress to help us, not in this case by giving us more money, but by having sensitivity to the problems that some of the legislation that you send down causes urban schools in terms of what's going on. We have lost hundreds even thousands of hours per month of voluntary time that good thinking people who care about kids have been willing to give us because we cannot afford to pay them at the time and a half or double time depending on what day it is. They can't, per the law, volunteer their time to the schools.

Now I understand when that piece of legislation was under consideration, there was some discussion of excluding public educational systems from that provision of the law, but it never happened before the law was enacted.

So it has caused a very serious problem for urban public schools with relation to our effort to do what we need to do for kids and have the dollars that we need to do it. So that's one that doesn't cost you any money, but it certainly is consistent with our need for you to help us.

I want to close these brief remarks this morning by sharing with you a story that I often share as I speak to educators and those responsible for education and those who look to education for delivering quality services to kids across this Nation.

It's a personal story, and it goes back to my early years as a young person, 10, 11, 12 years old in St. Louis, Missouri. As is the case now, when I was 10, 11, or 12, I wanted to be an individual who was a leader among and between the peers that I interact with.

So I lived in the 4300 block on Delmar in St. Louis. In this block there were hundreds of kids who were my age, 10, 11, and 12. We played a game that I always talk about because usually people can associate with it because everybody played this game as a youngster. We played a game called hide-and-go-seek.

I always wanted to be the caller when we played hide-and-go-seek because the caller was the leader of the game. So I wanted to be the caller. I figured out a way—I don't know how I did that. I have been trying to figure out how I did that so I could do it now—that I always was able to have the folks to elect me as the caller.

Anyway, most of the time I was the caller. I found the biggest tree in the alley in the 4300 block on Delmar. I hid my head, Congressman Hawkins, and I said, "Last night, night before, 25 robbers at my door. I got up, let them in, hit them in the head with a rolling pin. All hid?" Then I said, "Ready or not, here I come."

I tell that story all the time because I want to make the point with people that I'm talking to and certainly want to make the point with this august body, even the Congress of the United States, that sooner or later every last one of the seven or eight thousand high school seniors in Indianapolis are going to graduate.

Sooner or later every last one of the millions of high school students in this Nation are going to graduate or otherwise be put out. When they graduate they are either going to be ready or not. Those young people who are ready are going to get jobs, they are going to go to the service, they are going to go to college, they are going to prepare themselves to become contributing members of this society and to take all of our places.

If they are not ready, ladies and gentlemen, I want you to know that not a single one of those millions of high schools students or the seven or eight thousand that I have in Indianapolis is going to starve. Not a single one of those young people who graduate or are otherwise put out are going to starve.

Those young people who are not ready are going to hit us in our head and take our money. They are going to break in our house and steal our microwaves. They are going to steal our cars. They're going to do whatever it takes for them to be able to sell those things and to otherwise move them and get money to be able to survive. They're not going to starve.

So I share with everybody on the American scene, whether they be a direct recipient of public education in this Nation at the elementary and secondary level or whether they go to private or parochial schools or their youngsters do or whether they have nothing to do with schooling because their young people have either matriculated above and beyond those levels, every person in this Nation has a vested interest to help urban American public school systems to be successful; because if they don't, if you don't, as members of Congress, help us in some of the ways that I've shared and others, and I'm sure others much brighter than I will bring to you, we're going to have millions of boys and girls out here who are not ready.

They're going to be hitting millions of us in our head and breaking into millions of our homes and stealing millions of our cars. The quality of life in this Nation is going to deteriorate and diminish. It's not going to be a very good place to live.

So we have a vested interest in making sure that these massive urban systems that are becoming more and more black and brown and poor and disadvantaged are able to deliver high quality services to these young people such that they can compete not on the football field, not on the basketball court but in life. If they don't, we're going to be sorry that we didn't.

I've enjoyed talking with you for these few minutes. I hope that I shared some things that will give you some food for thought. We look forward to hearing from the Congress and the vineyards of public education in the days, months, and years to come.

Thank you.

[The prepared statement of Shirl Gilbert follows:]

# NABSE

National Alliance of Black School Educators

Superintendents' Commission

Testimony Before
the House of Representatives
of the Congress of the United States of America

Committee on Education and Labor

Augustus F. Hawkins
Chairman

Presented by

Dr. Shirl Edward Gilbert II, Chairman
NABSE Superintendents' Commission

Deputy Superintendent
Indianapolis Public School

November 14, 1989

# Testimony before the
# Committee on Education and Labor
# U.S. House of Representatives

Shirl E. Gilbert II

## Greetings and Introduction

First may I share that I see it as an honor to be able to sit with you this morning and share several critical issues which I know must be considered by policy makers at all levels if we are going to stem the tide of mediocrity and illiteracy which is streaming out of our public elementary and secondary schools in the urban centers across this nation.

I bring you greetings from the 55,000 plus students of the Indianapolis Public Schools, and from its Superintendent, Dr. James A. Adams, and Board Chairman, Mr. Stephen Hyatt.

I appear before you this morning representing twenty-five (25) years of public school experience including:

> Five (5) years as an elementary school teacher in the St. Louis, Missouri Public Schools, in a school (Carr-Lane Elemenary School) situated in the Pruitt-Igoe Public Housing Projects.
>
> Three (3) years as assistant principal and principal of the same school.
>
> Seventeen (17) years as a central office administrator, Twelve (12) years of which has been at the highest executive levels of three urban public school systems.

These years in the bowels of urban public education in our great nation, have given me a view and a perspective of the system which I hope has prepared me to substantively share with you this morning as we delve into the problems, issues, and challenges facing us as we reflect upon the educational reform movement.

Finally, I come before you from my position as Chairman of the Superintendents' Commission of the National Alliance of Black School Educators which counts among its membership some ninety six (96) Black urban superintendents from such places as Memphis, Tennessee; St. Louis, Missouri; Atlanta, Georgia; Baltimore, Maryland; Dayton, Ohio; Chicago, Illinois; Compton, California; Dallas, Texas; Portland, Oregon; Birmingham, Alabama; Detroit, Michigan, East Orange, New Jersey;

Gary, Indiana; and many many other urban centers around this nation.

The focus of my sharing this morning will spotlight three critical areas:

1.) Funding

2.) Teacher/Administrator Training

3.) Legislative mandate sensitivity

## Funding

1.) Flexibility

The historic inflexibility and red tape which accompanies federal funding is a roadblock to creativity and the implementation of programs which markedly improve the delivery of instruction. Just this past September, we in Indianapolis, experienced an example of the federal guidelines limiting our ability to structure a Chapter I program in a way which would have provided a substantively more effective program plan than that which the letter of the guidelines required.

May I share the substance of that situation with you. We in I.P.S. had developed a program which was designed to serve the poorest performing youngsters in the third, fourth, and fifth grades as identified by the achievement test data required by Chapter I eligibility criteria. The program, CURRICULUM ENRICHMENT ROOMS,was structured to take the poorest performing students and put them in a homogeneous classroom, with the best teacher we could identify, a pupil/teacher ratio of no more than sixteen to one, specially selected materials, and a physical environment which was bright and colorful and very different from the other classrooms in the building. To this situation we added a hand-picked para-professional, instructional materials reflecting high interest and low level content, as well as unique instructional and support materials designed to allow success and generate interest, and to promote improved self concept and self awareness.

The proposal was very comprehensive and well received by the state department officials who reviewed and approved these proposals for expenditure of federal compensatory education funds. Despite these facts, the supplanting limitation was evoked and we were informed that since this program was not a pull-out program and was a stand alone self contained program, that we could not implement it with federal funds unless we count the student enrollment of each in half and funded the second half in a similar class setting that was funded with general funds generated at the local education agency level.

This position espoused by the state officials, even when appealed and discussed in a hearing, was not changed. We are presently implementing the program in a way which waters down both the impact on the numbers of students served and the affective issue of self esteem due to the unique nature of the program if structured as originally designed. The district's lack of funds precludes our replicating the effort in like class rooms in each building, and the supplanting interpretation prevents our provision of this powerful program to all the students who, by virtue of their poor performance, are eligible to be served.

This is just one example of the difficulty we in the educational arena find as we seek to use federal funds to meet the needs of urban city youngsters who are often poor, Black, and behind, and who would benefit greatly from more flexibility in the use of these funds.

2.) General unwillingness to fund Urban Schools by the local community

As has been the case over recent years, the local funding mechanisms have not favored increased direct taxes or indirect allocation of monies to local school districts. More often than not, local tax payers and/or state legislators have been unwilling to provide increased funds, partially due to the perceptions that the schools were not as good as their county, suburban, private and parochial counterparts. These perceptions, while seemingly sound, are based on the faulty premise that all things are equal between and among these different educational entities, which as each of you knows is not true.

It is my thinking that the federal government could substantively break this log-jam of school funding by creating incentives which would make it economically feasible for the states to fund schools, and/or for individuals to invest in schools and benefit through federal tax relief, in one of two ways:

a.) Federal mandate of higher levels of allocation based on a formula tied to some accountability standards. Eligibility for such a mandate to kick-in would be justification of a funding short-fall within outside limits set in the legislation. This mandate would be enforced through withholding of federal education funds for all states and municipalities whose school systems qualify and are approved for participation, similar to the federal withholding of transportation funds from states unwilling to reduce the 70 mile per hour speed limit to 55 mph. during the energy crises. I feel we are in an education crizes which dictates such action.

b.) A more innovative approach to incentives would be the establishment of URBAN EDUCATION ZONES akin to this nations earlier use of urban enterprise zones, in which in return for investment in blighted and less desirable areas of the nation's cities, corporate entities and individuals received tax breaks and other incentives. The URBAN EDUCATION ZONES would similarly allow federal tax relief or reduction in return for investment in urban education through municipal bond purchase and/or other investment vehicles including direct allocation to schools to underwrite specific program initiatives, with a minimum amount of investment which must be achieved to qualify for the tax incentives.

3.) Experiential Dollars

Much of the research on the education of urban minority and poor youngsters suggests, experiential deficits on the part of these students contributes substantively to the problems of poor academic achievement which they exhibit. In order to address this issue, on point, we must begin to accommodate these deficits through field trip experiences, which allow the students to make the transfer from the classroom to real life learning.

Categorical federal funding, which would support this most costly but necessary component in the education of these youngsters, which would assure that this roadblock to learning (lack of experience) would be removed or at least diminished in the mix.

4.) Maintenance of funding levels in all compensatory areas.

It is absolutely critical that the Congress not retreat from its earlier position on levels of funding for such programs as:

- Chapter I
- Head Start
- Even Start
- Effective Schools
- Magnet/Alternative Schools
- Categorical Special Education

Recent congressional legislation indicates that the commitment to these funds and their previous funding levels is soft, and is sending a horrendous message to those of us in the urban educational arenas, especially in the face of the push for vouchers and their "more acceptable" subterfuge CHOICE.

## Teacher/Administrator Training

Given the facts that not only are urban school systems underfunded, they are also understaffed, both in terms of number of staff available and willing to work in the urban centers, and in terms of those who are teaching and/or administering in these schools being knowledgeable of the strategies and techniques which are effective with youngsters who bring the demographic baggage which they bring. We would suggest that the federal government get involved in helping urban school systems attract the best and the brightest teachers and administrators to the cities. We think this can be accomplished in two ways:

1.) Through categorical grants to retrain urban educators presently employed in these systems, either through university-based programs or through system-based in-service designed to better prepare them to meet the affective as well as the cognitive and pedagogical needs of these youngsters, or

2.) Through the awarding of federal education grants for advance study, beyond the BA level, to first year education graduates who are willing to teach or newly appointed administrators who are willing to administer in a school system designated as an URBAN EDUCATION ZONE. These awardees would have had to be in the top quarter of their last graduating class, and be considered a good prospect for the new position.

## Legislative/Mandate Sensitivity

There is a real need for House and Senate sensitivity to the effect which some legislation has on the operation of urban public school systems, and to take action to exempt schools, where and when appropriate, from the provisions of said legislation.

One case in point is the negative effect which some provisions of the Fair Labor Standards Act have on schools and school systems' ability to use the voluntary services of regular hourly employees to assist with such activities as after school clubs, athletics, evening tutorials, and other educational support activities which assist the system in meeting the needs of its students. The requirement that no hourly employee may work beyond forty (40) hours per week without receiving either pay at time-and-a-half or compensatory time, precludes, either because of lack of funds or inability to support subs in their absence or get along without them, our ability to provide for the instructional services or extracurricular activities which are needed.

## Summary Comments

It has been a real pleasure and an honor to have this opportunity to share with you these thoughts relative to the status of educational reforms and our efforts to meet the needs of urban youth. My hope is that some of the thoughts and ideas which I have shared during the last hour will be of some assistance as you and your colleagues seek legislative solutions to the myriad problems which face the nation, and especially the schools of the nation. If I can elaborate on any of these issues and/or ideas, I will be more than glad to talk with any members of the committee or the staff at your convenience.

In closing, may I share my sincere appreciation for this opportunity to speak here today, and I stand ready to answer any questions which my comments may have generated.

Presented November 14, 1984
To the House Education and Labor
  of the Congress of the United States
Rayburn House Office Building
Washington, D.C.
Shirl E. Gilbert II, Ph.D.
Indianapolis, Indiana

Mr. GOODLING. Thank you very much, Dr. Gilbert. Anybody have any comment? Oh, I see my chairman is back. Any comments for either Dr. Molnar or Dr. Gilbert?

[No response.]

Mr. GOODLING. Dr. Gilbert, I don't know whether you have ever had the privilege of hearing Drew Brown, Lt. Drew Brown.

Mr. GILBERT. I have.

Mr. GOODLING. I was going to say we had him here yesterday and it was a moving experience. I was going to give you one of his flyers if you hadn't.

Mr. GILBERT. We just had him a few months ago in Indianapolis with our Black Expo program as well as in three or four of the schools during that week. So, yes, I am very familiar with Lt. Brown.

Chairman HAWKINS. Mr. Chairman, may I thank you for assuming the chairmanship today. It should alternate anyway, but I wish to express my regret, certainly to Dr. Gilbert, for not being present.

I enjoyed what part of his testimony that I heard, and I certainly look forward to reading his statement. I assume that a prepared statement has been rendered. I want to express great appreciation for the work that he's doing in his own particular school system.

Mr. GILBERT. We have talked to your staff and will make available our document. We also will share that with the superintendents of this Nation, the minority, the black and brown superintendents of this Nation who are part of the National Alliance of Black School Educators.

I will leave here this afternoon for Portland, Oregon, to attend the National Conference of the National Alliance of Black School Educators and to talk about the issues of urban public education. We will share the testimony that we've given to you today with them, too.

Mr. HAYES. Could I, Mr. Chairman, just raise one question with Dr. Gilbert before he leaves? He mentioned something that relates to funding in the public school system which has been very troublesome with me. I've talked to certain members of the state legislature about trying to do something about being able to monitor the funds that were—people were told in the State of Illinois that come through the lottery system.

How can you audit to get an agreement on an audit? Do you have any suggestions as to how these funds are being used? There seems to be some reticence on the part of members—it's a state program—to really dig into this and expose what apparently is wrong with the way the money is being distributed.

Mr. GILBERT. Those of us in public education are very concerned about the fact that the state powers that be across this Nation have used the apple pie and motherhood issue of education to convince their constituents to vote for these bills that have allowed the lottery.

When the lottery has come into existence and been in existence for a period of years in states where that is the case, we found that a very small amount, if any, of those dollars, in fact, are going to public education.

The justification that the state officials are using is that the lottery goes into the till, the general fund till for the state. The state gives the schools state grants for education. Therefore, the lotteries are contributing to the state grants.

But if you do an analysis of the state grants that came to the local educational entities before the lotteries and the dollars that come to the local education entities after the lottery, you will find that there is, in most cases, very little difference in the percent of dollars sent down the pike.

So we say that despite the seeming justification that comes as they explain away the issue that we raise, that, in reality, the percent of dollars that have come into the local educational institutions are no higher than they were before the lottery. Therefore, the lottery, in fact, is not advantageously impacting local schools.

Mr. HAYES. I would venture to say that the greater portion of the funds in the State of Illinois that go into the lottery system come from the poor community. They are lined up to play the lottery hoping to escape.

Mr. GILBERT. Absolutely, and it is not happening. We would suggest that this committee and other committees of Congress that impact dollars use the kind of incentives you used to lower the speed limit of this Nation and say—you cannot get Chapter 1 dollars at the state level.

You cannot get other Federal education dollars unless you're able to show us that, in fact, these lottery funds are mitigating in behalf at a higher level than they have in the past of these local school systems.

Congressman Hawkins, I'd like to propose that—and I've talked to your staff about this—that at some time in the not-too-distant future, we have an opportunity to sit down with this committee and/or with your colleagues from the Congressional Black Caucus through the superintendents of this Nation, who are a part of the organization that I represent today, to talk about this issue of lottery and others issues that are impacting urban public education.

Unless we can get a handle on this, ladies and gentlemen, we are going to have more young people coming out of these schools who can't read, write and compute. It's going to decrease the quality of life in our Nation. I'm sure you don't want that, as we don't want that. It's time now.

I appreciate and respect the fact that you have decided to have this seminar to begin to look at what's happening out in the vineyards of public education and let us who are out there talk to you with relation to these issues. We appreciate that.

We look forward to continue interacting with your staff about the possibility of bringing some members of the committee or some members of the Congressional Black Caucus together with some members of the Superintendent's Commission or the National Alliance of Black School Educators to talk about, at the superintendent's level, some of the issues that are inherent in our being able to do what you want us to do; that is, prepare kids who can compete.

Mr. OWENS. Mr. Chairman, I have one question for Dr. Gilbert. I think I came in when you were discussing urban education zones. Are you saying that whole cities like Chicago and New York, Los Angeles, should be declared urban education zones; or are you talking about some experimental projects within these urban areas?

Mr. **Gilbert**. Certainly, I would and the superintendents of the commission would be supportive of our looking on a pilot basis or something like that. We're talking about, in the long term, designating cities, whole cities, where the fiscal support for the schools has deteriorated, where it is impossible to have teachers who are salaried in a competitive arena with their suburban counterparts, where we have been unable to provide facilities, repair and maintenance, that needs to be funded and other kinds of issues.

We've declared those kinds of school systems urban enterprise zones to attract corporate and individual contributions and investments in return for a forgiven of some Federal and/or state taxes such that we can infuse the dollars that are necessary to do the kinds of the things that need to be done without coming with our hands out to Congress.

We know that there's a bottom to the congressional money barrel. So we think there are some other ways to get monies into the local school systems. One of the ways we think is consistent with your urban enterprise zones, designate some urban education zones.

These zones would attract investors at the corporate individual level. It would also allow Federal grants to teachers who would teach in those areas for some specified period of time; and in return for that, be supported in their efforts to get higher degrees or to prepare themselves for future contributions to the educational spectrum.

We think that is a viable strategy for beginning to address the funding issue without Congress having to come up with more dollars as an entity for schools. We'd like to talk with you further about that. I'd like to bring some of my superintendent colleagues who also are in these urban systems and dealing with these fiscal problems and the limitations which come when you cannot fund what needs to be funded.

Mr. **Owens**. Do you presently have any written material on that?

Mr. **Gilbert**. I have included it in my written statement.

Mr. **Owens**. Thank you.

Chairman **Hawkins**. Mr. Chairman, for fear that silence may be misunderstood, may I indicate both to Dr. Gilbert and the others that this symposium is so structured that we agreed that we would not intervene in the remarks of the witnesses. On other occasions, I would be very pleased to communicate with Dr. Gilbert and follow up on some of his suggestions.

Because of the limitation of the symposium, what we had in mind was not to interrupt or modify or in any way comment on the remarks really of the witnesses so that we would then get, we hope, an unbiased presentation from the witnesses. I wasn't so sure that that was thoroughly understood.

Be it good or bad, that was at least the purpose of the symposium. I think it's been followed rather carefully up to this point. Thank you very much.

Mr. **Goodling**. I understand that Dr. Marland has the flu. So I would ask that his statement be included in the record.

[The prepared statement of Dr. Sidney Marland follows:]

Statement for the Committee
on Labor and Education
U.S. House of Representatives
Symposium, November 13-15, 1989

Mr. Chairman; Mr. Goodling; Members of the Committee. My name is Sidney P. Marland, Jr., for over 20 years a superintendent of schools in suburban and urban locations, then U.S. Commissioner of Education in the early 70s, then President of the College Board. I am now more or less retired.

Thank you for inviting my comments and suggestions as you address the opportunities to improve all the schools and the education of all the children of this country.

My brief statement offers no world-shaking solutions; it attempts to suggest a procedure for your action. It will make reference to more extended proposals for reform from others, one of which, authored by Dr. Kenneth Hoyt of Kansas State University, is appended.

The Committee is correct in observing that "This nation has spent the last 15 to 20 years experimenting with one reform movement after another." I must acknowledge that I have been a participant, as well as, more recently, a critical observer in some of these attempts at reform. I would caution the Committee that in the past thirty years a number of federally initiated attempts at reform have borne good fruit, and should not be dismissed. For example, I take note of the enormous impact generated by an earlier President, who also enjoyed the title "education president"—Lyndon Johnson. The work of the Gardner Task Force, under LBJ, set in place the very substantial reforms implicit in Titles I, II, III, IV, and V of the 1960s which remain in force today, albeit under different names. As a member of that Task Force over 25 years ago, I commend to you that model for legislative vision and creativity as you set about the present mission of a new and large reform of education.

Among other federal initiatives that have changed the face of education in America one could count the establishment of Sesame Street; the services to the handicapped; the very significant student financial aid measures of the 1970s. In short, some federally legislated reforms have worked, and you should take courage from the record.

I call particular attention to the Gardner Task Force noted above, as a model to be considered by the Congress and the White House in designing bold new initiatives for our education system in the 1990s. One must first find a John Gardner, or equal--perhaps John himself--and give him a year for intensive application to the mission, well fortified with wise and creative collaborators. Something approaching the scope and sweep of the Elementary and Secondary Education Act of 1965 could emerge from such a process. Anything less is likely to be mere patch-work. When LBJ put John Gardner to work 25 years ago, the President had a full purse. Regrettably President Bush does not.

Another effort at reform, of which I have intimate knowledge, was the Career Education Incentive Act of 1977. By a virtually unanimous vote of both Houses of Congress, under the bipartisan leadership of Congressmen Perkins and Quie and Senators Pell and Hathaway along with many others, this legislation changed the schools, at least for a time. The law and its funding were erased by the ensuing administration. Nonetheless, to this day, some 18 years after the career education concept was introduced by the Office of Education in 1971, and with no federal funding at all after the initial allocations, the concept of linking education and work, under whatever name, remains a viable force at all levels of instruction, and for all learners.

The following preamble from the Act (P.L. 95-207) will refresh the Members of Congress:

20 USC 2601. Sec. 2 The Congress declares that--

(1) a major purpose of education is to prepare every individual for a career suitable to that individual's preference,

(2) career education should be an integral part of the Nation's educational process which serves as preparation for work,

(3) career education holds promise of improving the quality of education and opening career opportunities for all students by relating education to their life aspirations, and

(4) educational agencies and institutions (including agencies and institutions of elementary and secondary education, higher education, adult education, employment training and retraining, and vocational education) should make every effort to fulfill that purpose.

### Purpose

20 USC 2602. Sec. 3. In recognition of the prime importance of work in our society and in recognition of the role that the schools play in the lives of all Americans, it is the purpose of this Act to assist States and local educational agencies and institutions of postsecondary education, including collaborative arrangements with the appropriate agencies and organizations, in making education as preparation for work, and as a means of relating work values to other life roles and choices (such as family life), a major goal of all who teach and all who learn by increasing the emphasis they place on career awareness, exploration, decisionmaking, and planning, and to do so in a manner which will promote equal opportunity in making career choices through the elimination of bias and stereotyping in such activities, including bias and sterotyping on account of race, sex, age, economic status, or handicap.

Those who are charged with formulating new law in support of education should examine the just-published study by the American Association of School Administrators: Restructuring America's Schools. On page 13 of the study, economist Noyelle Thierry is quoted:

> "We are moving into an era in which the traditional separation between working and learning is disappearing, with learning becoming increasingly integrated into a person's worklife."

As we weigh the very large expectations from our schools and colleges, and acknowledge their shortcomings, it is suggested that those who will write new law revisit the short-lived Career Education Incentive Act (P.L. 95-207) and draw upon its message for future initiatives. It could be a skeletal frame on which to build a new and larger initiative. As we enter this final decade of the century, fresh and demanding issues surround our society and, therefore, Congress. Some of these issues can be addressed in a new comprehensive education law that finds its headwaters in P.L. 95-207. (Bear in mind that the single, simple message of that law was the systematic articulation of academic learning and occupational development for all.) A new comprehensive education law could embrace the following:

1. The search for a system of National Youth Service.
2. The American family, especially the disadvantaged family.
3. Early childhood education and child care.
4. The prospective shortage of skilled workers in the face of international industrial competition.
5. The growing concern and interest in education on the part of our business and industrial community.
6. The fact that of the 21 million new jobs to be created between now and the year 2000, over half will require some form of post-secondary education.
7. The fact that 5 of every 6 new workers between now and 2000 will be women, minority individuals or immigrants--many of whom are now under-served by our education system.

Among the issues raised above that bear upon the future effectiveness of our education system is the American family. Of all the underlying reasons for short-falls in our schools the most critical is the changing American family. If all children in school came from middle or upper class caring families, supportive of the schools and valuing education, providing a healthy and secure home, with one or both parents actively engaged in the child's growth and development, the schools would have few problems in providing excellent services. As Harold Howe of Harvard, and former U.S. Commissioner of Education wrote recently,

> "The most significant educational institution in the lives of all of us, particularly in the early years, is the family. . . . Poverty gnaws at the capacity of families to be families. The high correlation of poverty with the behaviors we deplore among the young (drugs, dropping out, delinquency, irresponsible sex) is no coincidence."

Surely the schools cannot directly redress poverty in families. But the schools are the only universal social instrument for reaching families. Daunting as the task may be, if we are truly to address the root of our education problems, the schools must find new ways to reach the failing families and intercede in behalf of the children. Not only academic learning is the issue, but health, nutrition, occupational development, and basic human values are part of the problem, and essential to the solution.

Note the words of Marian Wright Edelman, president of the Children's Defense Fund, also from the new AASA study:

> That one out of every three children in a young family now officially does not have enough to live on should shame us all. . . . It should also scare us all. These are the children on whom we must rely to be the workers, leaders, parents, taxpayers, soldiers and hope of the 21st Century. We are getting them off to the worst possible start.

Finally, let us look at the place of business and industry in whatever new forms the schools of America will take. It is asserted above that business and industry are ready and willing to join with educators in solving our deep problems. (Note the examples set by H. Ross Perot in Texas, William Woodside (Sky Chef), David Kearns (Xerox). Part of their motivation is undoubtedly altruistic, but they are even more pragmatically moved by the grave demographic numbers they comprehend, including the human resources needed to drive our economy in the years ahead.

For decades we have given passing attention to the idea of "partnerships" between schools and businesses. They have not been true partnerships with shared authority, shared responsibility, shared accountability. Building upon the concepts of career education (and setting aside its details and even its name), a bold new approach to education reform should engage the business community as equals with educators. This relationship is defined by Kenneth Hoyt as collaboration—a larger order of magnitude than the present loose affiliations called partnerships. The attached paper offers an outline of suggested legislation under the title "Business-Education Career Development Collaboration Act."

The concerns of the Committee on Education and Labor are timely; the need is urgent; the educators are ready and willing, for the most part; and our society cries out for solutions.

Mr. GOODLING. Then we would hear from Dr. Thomas A. Wilson, Special Assistant for Development, Coalition of Essential Schools, Brown University.

Dr. Wilson?

## STATEMENT OF THOMAS A. WILSON, SPECIAL ASSISTANT FOR DEVELOPMENT, COALITION OF ESSENTIAL SCHOOLS, BROWN UNIVERSITY, PROVIDENCE, RHODE ISLAND

Mr. WILSON. Thank you, Mr. Chairman and members of the committee. It is an honor for me to be here also. It was 26 years ago this fall that I taught at Cordozo High School at 13th and Clifton in a special project aimed at urban education then. That was a very important experience and shaped the rest of my life and career.

In addition, I am particularly pleased to be here with this committee, who has the boldness to ask the big questions. It is very easy in education to get fuzzy when the questions get big or to go so specific that you don't see the context by going small.

When I think of the big questions, it may be a little bit like Dr. Gilbert's elephant. I think of a story a friend of mine told about her son and his first day at school. David was very excited, as was the whole family. He went off to school. When he came back, his mother asked him, "How did you like school, David?" He said, "Oh, it was fun. We had juice and we sat in a circle and the teacher had us make crayon letters. I liked it, Mother."

"Well, then you must be looking forward to tomorrow?" His face fell, and he said, "Oh, do I have to do it again tomorrow?" This is a historic time in American education. Much is going on.

I have just come from the second annual fall forum of the Coalition of Essential Schools which was held last week in Newport, Rhode Island. Over 800 people came. Most of them teachers, most of them teachers associated in some way with the coalition or very curious about what the coalition was about.

They brought with them superintendents, state administrators and principals. It's hard to catch some of the excitement that was generated by that group as they talked for three days; small groups, large groups, mostly in unorganized meetings as they were learning and sharing their experiences in trying to make school work.

I come from the Coalition of Essential Schools and have included with my statement a number of the documents about the coalition. Probably the one that is the best to start with is the gray book that is at the end of the statement, this one (indicating), which we call our prospectus.

In here you will find what we call the nine common principles for change in schools. These are not formulas. They are ideas. These have been carefully thought out, came directly from Ted Sizer's study of American High School, which took place between 1981 and 1984.

What they asked school people to do is rethink, to work together in that school to rethink the basic assumptions of schools. The principals, as you see, require thinking like, what is really the purpose of this school and how do we focus it so the purpose of this school is to help young people learn to use their minds well.

It asks teachers to think about teaching not as imparting knowledge where students sit for 85 to 90 percent of their time while one adult talks to them, but that the teacher becomes a coach and the student becomes the worker.

I think we all know from our experience either in our own lives or in teaching that it is when people work and are engaged that they learn. It is also a key principle that has been supported by research on learning as well.

We have 52 schools in 20 states that have been working with the coalition, some for 5 years. These schools are spread. There are a number of very large urban schools including Welbrook in Baltimore, Central Park East in New York, and Hope High School in Providence.

We have also joined with the education commission of the states to form another project that overlaps the coalition project called "Relearning." Relearning works with states and expands the vision from just the high school through the district and the state bureaucracy. The idea is that the change has to happen at the schools. The rest of the administrative structure needs to find ways to support that. That's very different than what happens now.

The initial states that have joined Relearning are New Mexico, Illinois, Arkansas, Rhode Island, Delaware, and Pennsylvania. When a state commits to join Relearning, the governor and chief state school officer have agreed to support the project both with leadership and with dollars for around ten schools in that state to begin the transition process that the Coalition of Essential Schools is about.

This is just one effort, an important one, I think, but just one. There are many efforts, some sponsored by universities, a lot sponsored by the business community that are working hard to change and to make American schools work again.

It's interesting, as I think there are two or three features of the reform movement this time that are important in trying to figure out is this one going to work or do we just have another fad, another wave of reform that results in not much in terms of what happens to kids.

One, as we in the coalition, people are asking the basic questions such as you are. We have to start with the big questions, and we have to find simple answers that lead to clear action. It's clear that when there's so much wrong that you have to keep fixing it and keep adding this program and adding that program, most of which don't really have the impact that the adders hoped, that something is wrong that is bigger than can be solved by band-aid programs. How we think about school and how this Nation sees school is what we need to address our attention to at first.

The other thing that is fascinating about this round of reform to me is that it's a blameless critique, unlike the reform efforts I was involved with in the sixties and seventies where the first thing you said was who was wrong. The school was wrong. The parents were wrong. The kids were wrong. The Congress was wrong. Somebody was wrong. Then you try and build something out of that which always became just a partial program because it just was solving one part of the program.

This time there is much more self-reflection on the part of the various stakeholders in American public education. People are reflecting on what they can do and not blaming others. This has resulted, I think, in a much more productive atmosphere and gives us some basis for hope as we turn to the basic question.

The question is, will this be another fad or can we make it lead to real change in the words of the committee that will result in improving all schools for all children. From my sense, and it's from one particular experience, of course, I think we have a real shot at it. I think that it's a very small probability—20, 25, 30 percent—but in the history of American education, that's incredible odds that we have a shot at making really significant change in the functioning and purposes of the school system.

I would like to consider now with you what seems to me to be some of the important issues for Congress and what other ways that Congress can provide leadership to this national effort.

Probably the first is what I've already mentioned, the blameless critique and the need for collaborative action. The business community is much more heavily involved this time. I've just been reading announcements these last two or three weeks of major gifts, major plans being aimed towards schools.

The business community is also saying, hey, this is a long time deal. This is not one we're going to solve in two years. We'll make a lot of fanfare, do it, and get out. A lot of business leaders, not all but a lot are saying we are in this one long term and we're talking ten years.

It is the support of collaboration between the various parties, teachers who are the key folk that are there at the point where kids learn or do not learn. Parents, administrators, Congress, all have to be working and working as closely together as possible. I think Congress can play a particular role in providing support for collaboration among all the parties.

Probably the toughest for all of us and for Congress is to turn the slogans, slogans that we all believe in, slogans that really sound right when you say them, to turn those slogans which are good answers to some of the big questions, but to turn them thoughtfully into simple answers, into simple ways of approaching that then generate new and much easier agendas for moving forward.

I would like to discuss three of these now. One is all children. Another is all schools. The third is what do we mean by improve. I think we must first get clear what all children means. It means every child without exception. It means the kid who's hyperactive, the kid who's a pain in your classroom. It means the poor kid, the rich kid, the minority kid, the majority kid, the girl, the boy, the 5-year-old, the 18-year-old. All children means every single kid.

Here comes the tricky part. To teach well, you need to engage the mind of your student. The tricky part is, the fact is that every single one of all of those "all the children" have a unique mind and a unique way of getting meaning and going about their lives.

Oh, yes there are patterns. There are patterns from age, pattern from sex, pattern from community experience. When you get down to the bottom line of what a teacher needs to do, you have to treat each child as a unique person. Why is that the tricky part? It's messy. It's sloppy. It's inconvenient.

It will be much more convenient for those of us who worked in policy and thinking about new programs if you could group kids and say, for all kids like this, we do that. You can't; it's not true. Each kid is unique and requires a person to work with them in that way. That is inconvenient for all of us.

Let's think about all schools sort of in the same way. We must first look at each school. Let's look now for good schools, which is one of the things that Ted Sizer was doing when he was doing the study between 1981 and 1984. It took him a while, but he came to a very simple idea, which is right. No two good schools are exactly alike. They aren't.

There's a very strong attempt in a lot of American comprehensive schools to go the whole waterfront, every course, everything you could ever think of that people want. There's a lot of similarity. But when you look at the good schools where kids are learning, look at them hard, they aren't alike. There are some ways that they're different.

That makes sense when you think about it because the kids are unique. If the school is working well with the kids, it is unique. It has a different group of teachers. It has a different community in which it rests. It has a different group of students.

A part of being a good school is the ability to deal with the uniqueness in developing your program. A good school respects its students, its teachers, its community. The way you respect is to understand their uniqueness.

When we think about improve, I think we probably raise the central reason for school reform. A school's first purpose is to help students learn to use their minds well. The purpose of school reform, of redesign, of restructuring is to make that happen better to improve that. That makes it a little easier.

We think that everything should be explained and justified in terms of this response. It gives a coherent whole, it gives a purpose to both schools and to our efforts as we work to make them better.

What is necessary for student learning? Let's think about some of the characteristics of schools that may need to be changed. I've already mentioned one. Now 85 percent of the time a student is in school, an adult is talking to him or her, not engaging him and her in discussion, talking to. The research is very clear and consistent on that. You don't learn when you're being talked to probably more than five minutes.

That's one thing to think about. How do we get teachers working in different ways? What is the way we learn? We learn when we are engaged. So let's see the teacher as the worker who is planning—the teacher is the coach working as a football coach or a voc ed teacher/coach who knows what the performance is, who has had considerable experience and a lot of young people trying to do that performance well and knows how to help them and support them and challenge them.

That's coaching, where the student becomes the worker not the teacher, where the student's job is to figure out the puzzles, the contradictions, the dilemmas, the ethics that exist in any problem that they will discuss.

So I think this area where we need to keep the focus that the central mission of our reform work is to improve student learning is one where Congress can be very clear about. It will have, I think, a very strong effect.

I would like to turn now to some more specific things that have occurred to me as ways I think Congress can help ensure that the very large reform movement that is currently sweeping our country really does something and doesn't just wash out as another fad.

There are several specific actions, some a little bit like what I just said but a little bit more specific. In the discussion that's going on now about national goals that has come from the president's summit, I think the concept should be broad and pushed strongly, that we do need national goals, but what we need them to do is to provide a national framework and not a prescription of what schools and communities need to do.

What schools must do is work some of that out themselves. That's the way you're going to get engagement. That's the way you're going to get it so you will have many more of the young people you asked if they were going to be teachers coming into the classroom, because the school becomes a place where important things happen to teachers as well as to kids.

I think the national goals ought to be clear about what the Nation expects schools to achieve, the results it expects, again not in specified terms but this is what this Nation needs from its schools. That kind of statement is what we need in the national goals. I would think that you folks can be a powerful force in putting that into the national discourse about the goals.

One of the four points of the summit compact between the governors and the President was about restructuring. Our project is grouped into that area of restructuring. We don't always like it, but that is where we are grouped. I think, again, it's very important for us all to keep our eye on the ball.

The purpose of restructuring is not to move the organizational furniture around, to have elected school boards rather than appointed school boards or different type of administrative structure. That can come second. The first purpose of restructuring is to change what happens in classrooms.

That's the point where kids learn or do not learn. With that focal point clear on classrooms, it them makes a lot of sense to begin asking how do we support that. How does the school as an organization, how does the government structure around it, how do the regulations and important responsibility that states have for education, how do we shape all that so it supports what we know to be the focal point which is student learning and to increase the results?

It seems to me as part of the blameless thing—I'm going to be a little bit presumptuous in this, I think—that Congress, too, like the rest of us—and Congress has done some of this—ought to reflect on your own role in American education and what is it you do, what is the leadership you provide, what is the legislation you pass, what is the funding you make, and are there any ways that can be changed to ensure the results of student learning?

I don't know, as I don't know enough about that to even suggest. It would be very presumptuous for me to even try. I think that that's an important mood, a reflective mood, a thoughtful mood, a mood that says what do I do that has impact on schools and how can that be changed to get to this goal of increase in student learning.

As the Nation goes about this restructuring and redesign, one area that is clear that cannot be supported—as I personally think that most schooling should be supported pretty much by the states and local communities—the one area that is particularly difficult is the research and development area where new ideas need work that is not really the business of any particular school system but is really a national agenda.

One of these areas that I think is most important is the work that is going on, the rethinking that's going on about assessing, about accountability. How are schools held accountable? How do we know when students are performing? Can we get something that is more accurate than our current standardized tests to measure authentic student performance?

How does that work out in terms of holding schools accountable? Is it just through funding that we have a mechanism to make them accountable? Are there other ways? I think the notion that schools must be accountable to the parents, to the kids, to the teachers, to the community and to the Nation is a crucial one. I think a lot of our measures that we have for assessing that now are very weak.

The final thing I would suggest is that Congress can honor the risk takers. One main corporation two weeks ago announced a whole new funding program for schools that took risks. It looks to us, from our work in the coalition, that the schools who boldly step forward and try to do a lot of it at once, knowing it was difficult, knowing they would have problems, knowing they would make mistakes, are the ones that have been most successful.

I think this body can do a lot in furthering the national debate and in honoring at all levels, particularly teachers, those who take the risks because that's the way we're going to get changed. That will lead to improvement of all schools for all children.

Thank you very much.

[The prepared statement of Thomas A. Wilson follows:]

# REFLECTIONS ON:

# HOW TO IMPROVE ALL SCHOOLS FOR ALL CHILDREN

Prepared for:

**Symposium on Education in America**

COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
Washington, D.C.
November 14, 1989

Thomas A. Wilson
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Coalition of Essential Schools
Brown University
Providence, Rhode Island

## INTRODUCTION

Perhaps it was how badly schools have been performing or perhaps it was the call for a new vision of what students must be able to do for the United States to remain competitive. Whatever it was, the current reform movement has raised basic questions about how schools in America should be kept. Many educators, businessmen, parents and political leaders are saying, "This time we must get the assumptions right. Anything else is tinkering and will lead us to frustration."

## HOW TO IMPROVE ALL SCHOOLS FOR ALL CHILDREN

More than at any other time in the last hundred years, we have a shot at creating significant educational change in this country. Much is going on at many levels. We are more focused on the central point -- the place where kids learn or do not learn is with a teacher in a classroom. We are more able to see that significant change for classrooms does not result just from legislation, or from disseminating programs judged a success somewhere else, or from administrators issuing edicts from the top. Rather, better learning happens when a teacher becomes more successful in engaging a student's mind.

Another positive note on the current status of reform in America: People in our schools or trying to help schools change are less likely to blame others for the problems and more likely to say, "Let's get going. We must take risks. We will probably make mistakes. We got time to get it right this time, because it could not be worse than what we now have." To paraphrase RJR Nabisco's CEO Louis Gerstner, "Let's build the ark rather than curse the rain or analyze the flood."

Much activity has been generated at all levels by the current wave of reform. How can we make sure it will not turn into another educational fad, but become a genuine way to improve all schools for all children.

> First, we must be clear what about what **all children** means. It means every child, without exception. Not bright children alone, not underachieving children, not minority children, not majority children, not rich children, not poor children, not docile children, not hyperactive children, but all children, every single one.

Every child is different when it comes to learning. Every child. There are common threads among all children, common experience or common stock or both together will lead to common themes, but the bottom line is that each child is unique. To teach is to engage a child's mind. To do that well, you must accept the inconvenience of it all and find that child's unique qualities of mind. We must then say "all children" and mean it and then act on the inconvenience that good teaching starts with the individual child.

In a similar way, to think about improving **all schools** we must first look at each. No two good schools are just alike. A good school respects and builds on and directly engages the particular strengths of its students, teachers and the community in which the school rests. While there are common themes, properties between good schools, part of what makes a school good is its ability to build a program that considers the unique nature of its students, teachers and community. All schools can be good schools.

Second. We must keep the focus on **the central reason for school reform** -- a school's first purpose is to help students learn to use their minds well, and the purpose of school reform is to improve that. Everything should be explained and justified in terms of this purpose. That is obvious and easy to say. But, in fact, it is not easy when it is taken seriously because it requires changes in many of the ways we currently keep school. It changes how teachers relate to students, how time is used by students, how knowledge is defined, how district and state regulations function.

Congress can play a leadership role in keeping the national discourse focused on this purpose.

Third. We should set **national goals** as a framework for the discourse. The goals should say that the nation has high expectations for results from schools in terms of student learning. But those goals will not be helpful if they prescribe what schools must do. That would let educators, policy planners and school people off the hook of having to deal with the inconvenience of the fact that children and schools are unique in ways that are important.

Fourth. **Restructuring** is one of the four points of the Charlottesville compact. Some people think of restructuring as making changes in the school system -- such as changing from an appointed board to an elected board. Others see it as changing what students' experience in school. Too often in the past we have moved the furniture of the school system around and then been surprised that little or nothing happened to improve student learning. When the concern is all students and all schools, we must start with the focus on student learning and how teachers and schools can support and challenge the minds of our children. From that focal point we should then turn to the furniture of the system and organize it so that the student learning is indeed enhanced.

The Congress can provide important national leadership by clarifying the dialogue and siding with the position that restructuring must be tied to results in student learning.

Fifth. **Congress** will play an important role through its institutional and individual leadership and by the legislation it develops that affects schools. You can find ways to insure that funding and legislative decisions are made in concert with the focus on improving the performance of all students. You can support and honor the risk takers at all levels.

And you can sponsor new national research and development efforts that will support this reform and keep it focused on the central purpose of improving all schools for all students. Perhaps, the most important of these is the development of new methods for holding schools accountable and for assessing student performance.

## APPENDIX A

## COALITION OF ESSENTIAL SCHOOLS RE:LEARNING ADVISORY COMMITTEE

| | |
|---|---|
| Michael N. Castle (chair) | Governor<br>State of Deleware |
| Bill Clinton | Governor<br>State of Arkansas |
| Joan Ganz Cooney | Chief Executive Officer<br>Children's Television Workshop |
| Ramon Cortines | Superintendent<br>San Francisco Public Schools |
| John Goodlad | Director<br>Center for the Study of Educational Renewal |
| Vartan Gregorian | President<br>Brown University |
| William Harvey | President<br>Hampton University |
| Ira C. Magaziner | President<br>Telesis Corporation |
| Keith Geiger | President<br>National Education Association |
| David Kearns | President<br>Xerox Corporation |
| Floretta McKenzie | President<br>McKenzie Group |
| Richard Page | President<br>Washington Business Roundtable |
| Albert Shanker | President<br>American Federation of Teachers |
| Donald M. Stewart | President<br>The College Board |
| Scott D. Thomson | Executive Director<br>National Association of Secondary School Principals |

## APPENDIX B

### Essential Schools' Performance: Some Preliminary Figures

Some half dozen Coalition schools have been involved in their Essential High School programs for long enough — three to five years — to report on the performance of their students. The figures below are listed in comparison with other relevant information provided by city school officials. These are obviously preliminary, yet they are encouraging.

### I. Attendance and Drop-out Rates

**Central Park East Secondary School:**
Central Park East Secondary School attendance rate, 1988-89: 91%
New York City Public Schools official attendance rate, 1988-89: 79%

Central Park East Secondary School drop-out rate, 1988-89: 0%
New York City Public Schools official drop out rate, 1988-89: 26.8%

**Hope Essential School:**
Hope Essential School attendance rate, 1986-88: 87%
Hope "regular" High School attendance rate, 1988-89: 78%

Hope Essential School drop-out rate, 1987-88: 9%
City of Providence official drop-out rate, 1987-88: 44.9%

**Thayer High School:**
Thayer Essential School drop-out rate, 1988-89: 1.5%
Thayer High School (pre CES) drop-out rate, 1980-81: 10%

**University Heights High School:**
University Heights Essential School attendance rate, 1988-89: 75%
New York City Public Schools official attendance rate, 1988-89: 79%

University Heights Essential School drop-out rate, 1987-88: 11%
New York City Public Schools official drop out rate, 1988-89: 26.8%

**Walbrook Essential School:**
Walbrook Essential School attendance rate, 1988-89: 92.1%
Walbrook "regular" High School attendance rate, 1988-89: 74%
City of Baltimore School System official attendance rate, 1988-89: 80.5%

Walbrook Essential School dropout rate, 1988-89: 1.8%
Walbrook "regular" High School drop-out rate, 1986-87: 23%
City of Baltimore School System official drop-out rate, 1988-89: 11.1%

**Westbury Essential School:**
Westbury Essential School attendance rate, 1988-89: 96%
Westbury "regular" High School attendance rate, 1988-89: 91%

## 2. Academic Performance

**University Heights High School:**
In 1989, only 33% of incoming college freshmen in New York possessed a reading level qualifying them to take college classes. After completing the first stage of the University Heights Essential Program, 77% of University Heights students' reading level qualified them to take college classes.

1989 Degrees of Reading Power Exam (national test): University Heights Essential School students scored in the 73rd percentile, an increase of 5 points from 1988.

Essential School students earned an average of 3 credits more per semester than in their previous schools.

**Thayer High School:**
1986 California Achievement Test Scores, grades 7-10: 49th percentile
1988 California Achievement Test Scores, grades 7-10: 58th percentile

**Walbrook High School:**
Overall average Maryland Functional Test scores (out of a possible 100 points):
Walbrook Essential School: 90.3
Walbrook "regular" High School: 72.92
Baltimore School System overall high school scores: 75.42

**Westbury High School:**
Westbury Essential School: 82% of ninth graders passed TEAMS tests
Westbury "regular" High School: 61% of ninth graders passed TEAMS tests

## 3. Discipline

**Pleasure Ridge Park High School:**
Pleasure Ridge Park Essential School discipline referrals, 1986-87: Pleasure Ridge Park Essential School students comprised 20% of the junior class and generated only 14% of junior class disciplinary referrals to assistant principal's office.

**Westbury High School:**
Westbury Essential School discipline referrals, 1988-89: Westbury Essential School students comprised 14.5% of school population and generated only 3.75% of overall disciplinary referrals to assistant principal's office.

## 4. Pursuit of Higher Education

**Hope High School:**
Hope Essential graduates, 1988-89: 90% went on to higher education
Hope High School graduates, entire school, 1988-89: 45% went on to higher education

**Thayer High School:**
Thayer Essential School graduates, 1988-89: 55% went on to higher education in 1988-89
Thayer High School graduates (pre-CES), 1980-81: 10% went on to higher education

**University Heights High School:**
University Heights Essential School Graduates, 1988-89: 88% went on to higher education
New York City Public School graduates, 1988-89: 80.6% went on to higher education

**Walbrook High School**
Walbrook Essential School graduates, 1988-89: about 50% went on to higher education
City of Baltimore School System graduates, 1988-89: 11.1% went on to higher education

## 5. What might these numbers mean?

The figures presented above are the beginning of our systematic research and data collection effort. These numbers, which were reported by schools and districts, show no particular statistical sophistication. We have used official numbers from school systems even though we know that some researchers have shown them to be too optimistic. As we continue to take stock of the progress of the Essential Schools, we will both gather more numbers and discuss their implications with greater confidence.

While these figures do not attempt to express all of the habits, values, and interests found in Essential School students, they do sketch how students at some Essential Schools are faring in comparison with their peers. Essential School students are showing an interest in their schools: more students going to school more regularly than their peers in regular high schools. Not only do they seem to be getting there in significant numbers, but Essential School students are taking more classes and doing better in those classes. Once in school, they are spending more time in the classroom and less in the assistant principal's office. Essential school students pose fewer discipline problems than their regular school counterparts. Finally, according to the figures describing higher education attendance, their interest in education appears to last beyond the walls of the Essential Schools. Essential school graduates are attending institutions of higher education in greater numbers than other graduates. This last observation is perhaps the most telling, for it suggests the habits and interest in education that Essential school students carry with them.

Encouraging though the above figures are, their significance is limited. Good attendance is only the beginning of the battle; standardized test scores do not really show what students have mastered nor what challenges they are prepared to undertake in the future. The real measure of these students will be gauged by their habits of good thinking.

## Schools Cited:

Central Park East Secondary School, 1537 Madison Avenue, NY, NY 10029, Deborah Meier, Director

Hope High School, 342 Hope Street, Providence, RI 02906, Paul Gounaris, Principal

Pleasure Ridge Park High School, 5901 Greenwood Road, Pleasure Ridge Park, KY 40258, Charles Miller, Principal

Thayer High School, 43 Parker Street, Winchester, NH 03470, Dennis Littky, Principal

University Heights High School, University Avenue and West 181st Street, NY, NY 10453, Nancy Mohr, Principal

Walbrook High School, 200 Fonthill Avenue, Baltimore, MD 21223, Samuel Billups, Principal

Westbury High School, 5575 Gasmer Road, Houston, TX 77035, Dr. Shirley Johnson, Principal

November 13, 1989

## APPENDIX C

## COALITION OF ESSENTIAL SCHOOLS
## MEMBER SCHOOL LIST

| | SCHOOL | LOCATION |
|---|---|---|
| Arkansas: | Springdale High School | Springdale |
| California: | Mid-Peninsula High School | Palo Alto |
| Connecticut: | Avon High School | Avon |
| Florida: | Nova Blanche Forman School | Davie |
| | Nova Eisenhower School | Davie |
| | Nova Middle School | Fort Lauderdale |
| | Nova High School | Fort Lauderdale |
| | University School of Nova University | Fort Lauderdale |
| Iowa: | Metro High School | Cedar Rapids |
| Kentucky: | Jefferson County Public Schools | |
| | Doss High School | Louisville |
| | Fairdale High School | Louisville |
| | Pleasure Ridge Park High School | Pleasure Ridge Park |
| | Seneca High School | Louisville |
| | Mayme S. Waggener High School | St. Mathews |
| Maine: | Portland High School | Portland |
| Maryland: | Bryn Mawr School | Baltimore |
| | Park Heights Street Academy | Baltimore |
| | Walbrook High School | Baltimore |
| Massachuetts: | Andover High School | Andover |
| | Brimmer and May School | Chestnut Hill |
| | Massachusetts Advanced Studies Program (Milton Academy) | Milton |
| Missouri: | Parkway South High School | Manchester |
| | The Whitfield School | St. Louis |
| New Hampshire: | Thayer High School | Winchester |

Coalition of Essential Schools Member Schools (cont'd)

| | | |
|---|---|---|
| New York: | Adelphi Academy | Brooklyn |
| | Alternative Community School | Ithaca |
| | Bronxville High School | Bronxville |
| | Central Park East Secondary School | New York |
| | Fox Lane High School | Bedford |
| | Irondequoit High School | Rochester |
| | John Jay High School | Katonah |
| | Scarsdale Alternative School | Scarsdale |
| | School Without Walls | Rochester |
| | University Heights High School | New York |
| Pennsylvania: | Alternative for the Middle Years | Philadelphia |
| | The Crefeld School | Philadelphia |
| | Elizabethtown Area High School | Elizabethtown |
| Rhode Island: | Gordon School | East Providence |
| | Hope High School | Providence |
| | School One | Providence |
| | St. Xavier Academy | Coventry |
| South Carolina: | Heathwood Hall | Columbia |
| Tennessee: | Hixson High School | Chattanooga |
| | St. Andrews - Sewanee | St. Andrews |
| Texas: | Paschal High School | Fort Worth |
| | The Judson Montesori School | San Antonio |
| | Westbury High School | Houston |
| Vermont: | The Putney School | Putney |
| Washington: | Finn Hill Junior High School | Kirkland |
| | Meridan Junior High School | Kent |
| Wisconsin: | Lincoln High School | Manitowoc |
| | Walden III | Racine |
| Canada: | Bishop Carroll High School | Calgary |

## APPENDIX D

## POTENTIAL (Non Re:Learning) MEMBERS OF THE COALITION OF ESSENTIAL SCHOOLS AS OF 8/15/89

| | | |
|---|---|---|
| California, Bay Region: | James Lick Middle School | San Francisco |
| | Overfelt High School | San Jose |
| | Pioneer High School | San Jose |
| | San Jose High Academy | San Jose |
| California, Los Angeles Region: | Hollenbeck Junior High School | Los Angeles |
| | Jefferson High School | Los Angeles |
| | Markham Junior High School | Los Angeles |
| | Roosevelt High School | Los Angeles |
| | Franklin Junior High School | Long Beach |
| | Marshall Junior High School | Long Beach |
| | Pasadena High School | Pasadena |
| | Lincoln Junior High School | Santa Monica |
| California, Orange County Region: | Carver Elementary School | Cerritos |
| | Gahr High School | Cerritos |
| | Rancho San Woquin Middle School | Irvine |
| | University High School | Irvine |
| | Hoover High School | San Diego |
| | Century High School | Santa Ana |
| | Spurgeon Intermediate School | Santa Ana |
| New England Region: | English High School | Boston, MA |
| | Norwich High School | Norwich, CT |
| | Watkinson High School | Hartford, CT |
| | Weaver High School | Hartford, CT |
| New York Region: | Adlai Stevenson High School | Bronx |
| | Bronx Regional High School | Bronx |
| | Clara Barton High School | Brooklyn |
| | High School of Telecommunications Arts and Technology | Brooklyn |
| | Paul Robeson High School for Business and Technology | Brooklyn |
| | Prospect Heights High School | Brooklyn |
| | Croton-hudson High School | Croton-Harmon |
| | August Martin School | Jamaica |
| | High School for the Humanities | New York |
| | High School for Pregnant Teens | New York |
| | High School of Teaching | New York |
| | Julia Richman School | New York |
| | Louis D. Brandeis High School | New York |
| | Martin Luther King, Jr. High School | New York |
| | Satellite Academy High School for Career Education | New York |
| | Urban Institute | New York |
| | Staten Island Technical High School | Staten Island |

## APPENDIX E

## POTENTIAL RE:LEARNING SCHOOLS AND DISTRICTS AS OF 8/15/89

| | SCHOOL | LOCATION |
|---|---|---|
| Arkansas: | Fayetteville High School, East Campus | Fayetteville |
| | Flippin High School | Flippin |
| | Central High School | Little Rock |
| | Melbourne High School | Melbourne |
| | Sheridan Junior High School | Sheridan |
| | Central High School | West Helena |
| Delaware: | Caesar Rodney Jr. High School | Camden-Wyoming |
| | William Henry Middle School | Dover |
| | Laurel Central Middle School | Laurel |
| | Middletown High School | Middletown |
| | Brookside Elementary School | Newark |
| | Christiana High School | Newark |
| | Hodgson Vocational/Technical High School | Newark |
| | West Park Place Elementary School | Newark |
| | Seaford Middle School | Seaford |
| | Wilmington High School | Wilmington |
| Illinois: | North Middle School | Alton |
| | Ana/Jonesboro High School | Ana |
| | Carpentersville Middle School | Carpentersville |
| | York High School | Elmhurst |
| | Elmwood High School | Elmwood |
| | Malta High School | Malta |
| New Mexico: | Sante Fe Public Schools | Sante Fe |
| | Silver City Public Schools | Silver City |
| | Tatum Public Schools | Tatum |
| | Zuni Public schools | Zuni |
| Pennsylvania: | Bellefont Area School District | Bellefont |
| | Central Bucks School District | Doylestown |
| | Elizabethtown High School | Elizabethtown |
| | Lower Dauphin School District | Hummelstown |
| | Eastern Lancaster County School District | New Holland |
| | New Hope-Solebury School District | New Hope |
| | Philadelphia School District | Philadelphia |
| | Tyrone Area School District | Tyrone |
| Rhode Island: | Central Falls High School | Central Falls |
| | Narragansett Elementary School | Narragansett |
| | Narragansett Jr./Sr. High School | Narragansett |
| | Rhode Island School for the Deaf | Providence |
| | Mary V. Quirk School | Warren |

# APPENDIX F

## PRIVATE FUNDING FOR THE COALITION OF ESSENTIAL SCHOOLS AND RE:LEARNING, SINCE 1984

### I. Grants made directly to the Coalition / Brown University

George I. Alden Trust
Carnegie Corporation of New York
Charles E. Culpeper Foundation
The Danforth Foundation
Drown Foundation
Exxon Education Foundation
General Foods Fund
Klingenstein Fund
Edward John Noble Foundation
Rockefeller Brothers Fund
Southwestern Bell Foundation

### II. Grants Made to Education Commission of the States / Re:Learning

Carnegie Foundation
Exxon Education Foundation
Southwestern Bell Foundation

### III. Grants made in support of particular Coalition states and regions

| | |
|---|---|
| Aetna Institute for Corporate Education | New England Region |
| Cabot Foundation | New Hampshire and Texas |
| Champlin Foundations | Rhode Island |
| Coca-Cola Foundation | New York and Texas |
| Exxon Education Foundation | Texas and New York |
| Ford Foundation | New York |
| Goldseker Foundation | Maryland |
| Hazen Foundation | New York |
| Hearst Foundation | Rhode Island, New York, and Maine |
| Hearst Foundation | New York Region |
| Hewlett Foundation | Rhode Island |
| Rockefeller Family Fund [anonymous donor] | New Hampshire |
| Anne Burnett and Charles Tandy Corporation | Texas |

# APPENDIX G

## RE:LEARNING: STATE-LEVEL ACTIVITIES

Re:Learning intends to accomplish its goal of changing the nature and structure of schooling within participating states by having selected secondary school faculties and their principals, school district and state education and government leaders redesign the teaching and learning activities in schools and their supporting administrative operations and policies following a set of essential principles.

Specifically, to join Re:Learning, the governor, chief state school officer and other appropriate leaders make a five year commitment and agree to involve and support about 10 secondary schools as they redesign according to the Coalition principles, but in ways they see appropriate for their students and community. The state is expected to ensure that each participating school has about $50,000 per year to devote to redesigning their school. These funds, which may come from state, district and/or private sources, will support staff planning and school-initiated staff development activities needed to restructure.

The state also commits to hire a highly skilled school coordinator who will be trained by the Coalition to support and work closely with the schools as they undertake their changes. The coordinator will assist each participating school with restructuring and serving as a continuing "critical friend." He or she will also organize workshops, bring teachers from different schools with common concerns together, trouble shoot with district and state officials and represent the group to the public and the media. In some states, the coordinator is located at a university to help link Re:Learning to higher education and bring Re:Learning concepts into the education of teachers and administrators; in others, the coordinator is located in the state department of education.

As the school changes proceed, ECS works with two groups in each pilot state—a local/state cadre and a steering committee—to determine how to realign the administrative and policy aspects of the full education system to support the type of changes being made at the school level. Although the work being undertaken by the schools involved in the Coalition is a driving force for the actions of these groups, they will be attending to other restructuring efforts going on in their state as well.

The local/state cadre's purpose is to be the "think tank" for determining the administrative and policy actions that will best support the fundamental changes that are being made in the schools. In each pilot state, the cadre is composed of a carefully selected group of people who represent the range of perspectives needed to develop the strategically effective options. Typically, the following types of people are included: teachers, principals, superintendents and local board members actively involved in school redesign, university faculty and leaders, state department of education senior staff, community and business leaders, legislative and gubernatorial staff, accreditation agency staff and members of other agencies closely related to the education system. These people are selected to give the cadre high credibility in the state.

The cadre helps develop a shared vision in the state of what a redesigned education system should look like. The group also is responsible for analyzing existing state policy to determine if it appropriately supports the school changes and developing new policy that would be more effective. Of particular interest to cadres now are issues of accountability, assessment, teacher certification and the structures of district and state operations. As they consider policies, Re:Learning staff attempt to keep them focused on what will encourage better pedagogical approaches. Policy must create a dynamic climate in which educators are supported in their efforts to create schools that can respond to society's unrelenting demand for ever better educated people. It is to this challenge that the cadre must respond.

The steering committee includes the governor, chief state school officer, higher education officer and others such as key legislative leaders, the state board chair and business leaders. It focuses on how to adjust specific policies to facilitate the choices made by the cadre and schools and how to enlist the public in the continuing pressure for improvement. As the public comes to understand the purposes and perspective of Re:Learning, the task of leaders will be greatly eased. Policy makers confront the same problem with the public that schools face with policy makers—a lack of understanding of the climate that promotes the best in education.

A researcher in each state is developing a way to gather, analyze and communicate information and ideas back to the schools, cadre and steering committee. The researcher is typically located at a university in the state.

Thomas A. Wilson
Special Assistant to the Chairman/Development
Coalition of Essential Schools
Brown University

Mr. Wilson graduated from Earlham College with a B.A. in English (1961), from Howard University with an M.A.T. (1965) and from Harvard with an Ed.D. (1970). After two years' teaching with the Peace Corps in the Philippines and one year as an English teacher in Washington, D.C., Wilson worked at a number of positions researching, evaluating and planning pilot programs in urban education, including Upward Bound at Harvard and Metco and the Pathways Project in Boston. He was a founder and President of the Center for New Schools in Chicago (1969-78). He worked as Director or Principal Investigator on a number of school reform research projects, including research on Metro High School and a study of change in urban schools. He came to Brown in 1984 and joined the Coalition in 1988.

While Wilson has extensive experience with the management of urban education initiatives, most of his work has centered on considering the relationship of research to change projects. Mr. Wilson is also certified as a fundraiser by the National Society of Fund Raising Executives and is a member of the Board of Directors of the Rhode Island Chapter of NSFRE.

# What is Re:Learning?

The nation is at a critical point in education reform. It is crucial that the focus stay on thoughtful changes that will greatly improve student learning. Too often students are passive recipients of an education that seems to result more from the education system's rules and procedures than from the needs and challenges of student learning. Too many talented, competent teachers are forced into narrow situations in their schools which compromise good teaching.

Teachers need a working environment that challenges and supports them as they engage students, personalize instruction and improve their own understanding of what they are teaching. Administrators and policy makers can help create a constructive environment by putting priority on the best of learning for all students.

Re:Learning is a major national effort to answer the call for redesigning the total school system. It is grounded in the belief that school redesign efforts must focus on the primary purpose of schooling – to help all students learn to use their minds well – and must include the total education system from schoolhouse to statehouse.

Re:Learning deliberately does not have finished models of the perfect redesigned system. Those must evolve from the hard work of committed students, teachers, administrators, policy makers and community members. Re:Learning seeks to stimulate and support redesign work at the school, district, state and national levels.

Re:Learning unites the Coalition of Essential Schools (Coalition) with the Education Commission of the States (ECS) to work with people in all parts of the education system to make this vision a reality. Re:Learning schools join the Coalition. The states and districts in which they are located agree to work with ECS on redefining policies and procedures to stimulate and support the schools' efforts.

## The Schools

A Re:Learning school agrees to work at the difficult task of adapting a set of nine common principles to its own unique situation. The principles were developed out of a five-year study of American high schools led by Theodore R. Sizer, Coalition chairman. (A full explanation of the principles can be found in the Coalition prospectus.) The experiences of some 50 Coalition schools over the last four years support the value of these principles as a framework for local school redesign. The principles are:

**Intellectual focus.** The school should focus on helping students learn to use their minds well. It should not attempt to be "comprehensive" at the expense of its central intellectual purpose.

**Simple goals.** The school's goals should be simple: that each student master a limited number of essential skills and areas of knowledge.

**Universal goals.** The school's goals should apply to all students, although the means to the goals will vary as those students themselves vary. School practice should be tailored to meet the needs of every group of students.

**Personalization.** Teaching and learning should be personalized to the maximum extent feasible. To that end, a goal of no more than 80 students per teacher should be vigorously pursued, and decisions about curriculum, allocation of time, and choice of teaching materials and their presentation must rest unreservedly with the school's principal and staff.

**Student-as-worker.** The governing metaphor of the school should be student-as-worker, rather than the more traditional teacher-as-deliverer-of-instructional-services. A prominent pedagogy should be coaching, to provoke students to learn how to learn and thus how to teach themselves.

**Diploma by "exhibition."** The diploma should be awarded upon a successful final demonstration of mastery – an exhibition – of the central skills and knowledge of the school's program. The familiar progression through strict age grades and "credits earned" by "time spent" in class will be unnecessary.

**Tone.** The tone of the school should explicitly and self-consciously stress values of unanxious expectation ("I won't threaten you, but I expect much of you"), of trust (until abused) and of decency (fairness, generosity and tolerance). Parents should be treated as collaborators.

**Staff.** The principal and teachers should see themselves as generalists first (teachers and scholars in general education) and specialists second (experts in one particular discipline). Staff should expect multiple obligations (teacher-counselor-manager) and commitment to the entire school.

**Budget.** Ultimate administrative and budget targets should include a total student load of 80 or fewer per teacher, substantial time for collective staff planning, competitive staff salaries and a per-pupil cost no more than 10% above that of traditional schools. Inevitably, this will require the phased reduction of some services provided in many comprehensive secondary schools.

### The School Commitment

- Re:Learning schools join Coalition schools in working to put these principles into practice. The school faculty must choose to participate as a Re:Learning school. Faculty members are then given time for extensive study, planning and visits to other schools, all in support of their work to redesign the school based on the Coalition principles.
- Each participating state has an in-state school coordinator who is trained and supported by the Coalition to assist Re:Learning schools and serve as a "critical friend." The coordinator organizes workshops, brings teachers from different disciplines together, troubleshoots with district and state officials and represents the group to the public.

## States and Districts

District and state leaders in a Re:Learning state work on changes in administration and policy that respond to and support the work of the schools.

Some of the policy areas that might need to be changed include school and student assessment, teacher certification, resource allocation, management, leadership, graduation requirements and support systems for teachers and schools.

Re:Learning does not propose model policy statements for states. Just as the school principles must be worked out at each school to take full advantage of its unique characteristics, so, too, a state's education policy must be worked out by those responsible in each state. In working toward redesigned policy and administrative practice, state and district leaders use these principles:

**Build a new vision of education.** The public, business and state leaders and education professionals should build a new shared vision of how the state's education system should work to insure that all students have an equal opportunity to use their minds well through meaningful teaching and learning experiences.

**Organize on behalf of student learning.** The roles and responsibilities within the education system and the manner in which resources are allocated should be redesigned to support the best learning for all students, not bureaucratic or political interests.

**Create new working relationships.** Collaboration, shared leadership and mutual responsibility should serve as the model for working relationships throughout the education system.

**Develop a culture of learning.** Adults throughout the system should come to see themselves as continual learners and problem-solvers rather than purveyors of "right" answers and standardized solutions.

**Develop coherence and meaning in all actions.** Actions, information and data must be focused on moving together toward the shared vision of a new education system. Too often the education system is so bogged down with information and actions in bits and pieces that meaning is lost.

**Act with regard for people.** Long- and short-term actions to rebuild the education system should be balanced in ways that treat people with dignity and respect.

## The State and District Commitment

- In Re:Learning states, a cadre of highly respected people from all parts of the education system initiate the building of a shared vision of education. They help guide the systemic administrative and policy changes this vision implies. The cadre helps design a policy environment that reflects the changes in Coalition schools as well as reform efforts throughout the state education system. ECS provides assistance to the cadre.
- A steering committee of state leaders focuses on actual policy changes and communications with the general public. This committee, again working with ECS, includes the governor, chief state school officer, business and other leaders who work to promote policy changes developed by the cadre and to enlist the public support necessary for fundamental changes in the state's education system.
- Participating states make a five-year commitment to Re:Learning. They agree to assure financial support for fundamental redesign of approximately 10 secondary schools following the Coalition's common principles. A typical amount for each school would be $50,000 per year. A substantial part of the funds would be new or reallocated public dollars. A portion could be raised from businesses or other private sources.
- States also agree to hire an in-state school coordinator to assist the schools and connect with the Coalition and ECS. In addition, states establish a documentation and communication approach in cooperation with university faculty members and others to determine adjustments that need to be made in the state's strategy.

## The Nation

The national component of Re:Learning supports the state-by-state and school-by-school changes. The national discussion on education purposes and reform has a major impact on the extent and quality of school redesign. Re:Learning participants contribute to the depth and quality of that discourse.

A national study of Re:Learning is planned. Accountability to the public at the school, state and national levels is vital.

## The Players

The Coalition of Essential Schools, based at Brown University, is a school-based effort that advocates schools becoming places that better help students use their minds well. The National Association of Secondary School Principals and the National Association of Independent Schools sponsor the Coalition.

The Education Commission of the States is a nonprofit, nationwide interstate compact formed to help governors, state legislators, state education officials and others develop policies to improve education. Forty-eight states, the District of Columbia, American Samoa, Puerto Rico and the Virgin Islands are members.

Six states — Arkansas, Delaware, Illinois, New Mexico, Pennsylvania and Rhode Island — were the first to join Re:Learning. Others are joining as the effort continues.

For more information about Re:Learning, contact Beverly Anderson, Education Commission of the States, 1860 Lincoln Street, Suite 300, Denver, Colorado 80295, 303-830-3631; or Theodore Sizer or Robert McCarthy, Coalition of Essential Schools, Box 1938, Brown University, Providence, Rhode Island 02912, 401-863-3384.

# Diverse Practice, Shared Ideas: The Essential School

**Theodore R. Sizer**
Chairman
Coalition of Essential Schools

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## CHAPTER 1

# Diverse Practice, Shared Ideas: The Essential School

THEODORE R. SIZER

NO TWO GOOD schools are ever quite alike. No good school is exactly the same from one year to the next. Good schools sensitively reflect their communities—both the students and teachers within the school building, and the wider neighborhood it serves. A good school respectfully accommodates the best of its neighborhood, not abjectly—playing whatever tune any particular special interest group might demand—but sensibly, balancing the claims of national values with those of the immediate community.

A good school is the special creation of its own faculty—its teachers, counselors, and administrators. These are its "permanent" folk. Students and their parents come and go, but a good school's core of veteran teachers and administrators make the difference. A school has character if its key faculty—its senators—feel collective responsibility for it, take its standards and its style seriously, and protect its reputation.

Such a commitment arises only when a faculty feels a sense of authority and control over its own school. Thus, just as a good school properly reflects its community, so too does it particularly show, and boldly, the convictions of its central staff, convictions that carry the authority of people who know that the school's reputation rests squarely on their judgment and strength.

If these conclusions about good schools hold—and they are widely shared among thoughtful school people and researchers who have looked carefully at successful schools—does this mean that there is no such thing as a good "model" school? The answer has to be yes: There is no such thing as a distinct, detailed blueprint for a fine school any more than there is such for a successful family.

But just as with families, while not exhibiting precisely similar configurations and traditions, good schools do share powerful guiding ideas, principles that are widely accepted even as they take different practical forms when a particular group of people in a particular setting shape them into day-to-day expectations and routines.

It is for this reason that the Coalition of Essential Schools has advanced its work as a set of commonly held principles rather than as a "model" for schools to emulate. The Coalition is, in effect, a process, an unfolding among a widely diverse group of schools of structures, routines, and commitments appropriate to each which are consistent with our shared principles.

There are precedents for this approach: the best known that of the group of schools in the Progressive Education Association's "Eight Year Study" of the 1930s and, more recently, the wide variety of Head Start programs that first sprang forth in the mid 1960s. The Coalition schools do not work in isolation, and they borrow from each other. The purpose of the collaboration is to spark a sustained conversation about what the commonly held ideas might mean and how a variety of communities might assist each other in finding their best practical expression. Coalitions give strength in numbers, fortitude at times of pressure. And for policy makers, a variety of schools provides a rich source from which ultimately to draw conclusions about the practical utility of the shared ideas.

The Coalition of Essential Schools rests on a simple set of "common principles." Most are stated in deliberately general terms. Most are very familiar, hoary old chestnuts of pedagogical commitment. Only two are specific, again deliberately so as provocations and restraints: no teacher in a Coalition school may have responsibility for more than 80 students; and the per pupil expenditure should not exceed that at comparable neighboring "traditional" high schools by more than 10 percent.

Only one of the common principles (the first) rests primarily on ideology—that of a democratic faith. It posits that in a democracy all citizens must be able to use their minds well, and must be able to function thoughtfully as critical patriots and effective members of the society, its communities, and work force.

### The Nine Common Principles

The principles are as follows:

1. An Essential school should focus on helping adolescents learn to use their minds well. Schools should not attempt to be "comprehensive" if such a claim is made at the expense of the school's central intellectual purpose.

2. The school's goals should be simple: that each student master a limited number of essential skills and areas of knowledge. While these skills and areas will, to varying degrees, reflect the traditional academic disciplines, the program's design should be shaped by the intellectual and imaginative powers and competencies that students need, rather than by "subjects" as conventionally defined. The aphorism "less is more" should dominate. Curricular decisions should be guided by the aim of thorough student mastery and achievement rather than by an effort merely to "cover content."

3. The school's goals should apply to all students, although the means to these goals will vary as those students themselves vary. School practice should be tailor made to meet the needs of every group or class of adolescents.

4. Teaching and learning should be personalized to the maximum feasible extent. Efforts should be directed toward a goal that no teacher have direct responsibility for more than 80 students. To capitalize on personalization, decisions about the course of study, the use of students' and teachers' time, and the choice of teaching materials and specific pedagogies must be unreservedly placed in the hands of the principal and staff.

5. The governing practical metaphor of the school should be student-as-worker, rather than the more familiar metaphor of teacher-as-deliverer-of-instructional-services. A prominent pedagogy will be coaching, to provoke students to learn how to learn and thus to teach themselves.

6. Students entering secondary school studies should be those who can show competence in language and elementary mathematics. Students of traditional high school age but not yet at appropriate levels of competence to enter secondary school studies should be provided intensive remedial work to help them meet these standards. The diploma should be awarded upon a successful final demonstration of mastery for graduation—an "exhibition." This exhibition by the student of his or her grasp of the central skills and knowledge of the school's program may be jointly administered by the faculty and by higher authorities. The diploma is awarded when earned, so the school's program proceeds with no strict age grading and with no system of credits collected by time spent in class. The emphasis is on the students' demonstration that they can do important things.

The tone of the school should stress values of unanxious expectation ("I won't threaten you but I expect much of you"); of trust (until abused); and of decency (the values of fairness, generosity, and tolerance). Incentives appropriate to the school's particular students and teachers should be emphasized, and parents should be treated as essential collaborators.

8. The principal and teachers should perceive themselves as generalists first (teacher and scholars in general education), and specialists second (experts in one particular discipline). Staff should expect multiple obligations (teacher-counselor-manager), and demonstrate a sense of commitment to the entire school.

9. Ultimate administrative and budget targets should include, in addition to total student loads per teacher of 80 or fewer pupils, substantial time for collective planning by teachers, competitive salaries for staff,

and an ultimate per pupil cost not to exceed that at traditional schools by more than 10 percent. To accomplish this, administrative plans might include the phased reduction or elimination of some services now provided students in many traditional comprehensive secondary schools.

**The Coalition of Essential Schools**

Many schools have long reflected these principles in their practice. However, if these ideas are taken seriously—if they are followed with determination—many school routines, even ones of long and almost unquestioned status, must give way. What Seymour Sarason has aptly called the traditional "regularities" of school are seriously challenged by these principles.

Criticism is not enough. Coalition schools are moving beyond criticism to the development of new and more effective "regularities," ones which serve youngsters and teachers better by adhering more closely to accepted Coalition principles.

More than 50 middle and high schools have joined the Coalition since its formal inauguration in September 1984. Although all of these are still "in-the-making," many general observations about their efforts can now be expressed.

First, it is clear that the nine common principles necessarily act in combination. If one is pressed without the others, it will be smothered. Pushing hard toward a pedagogy of "student-as-worker," for example, inevitably affects the curriculum, which in turn affects the daily schedule. The synergistic quality of school practice so tellingly illumined by Sarason and others is readily evident in the work of our colleague schools.

Second, the significant and sustained support of the faculty is critical. In practice, this does not mean the enthusiastic embracing of all the Coalition ideas by every last faculty member. It does mean, however, that a significant and veteran minority of teachers, combined with the senior administrators at the school, must be committed to move ahead, even as other faculty usefully express their skepticism, by serving as "critical friends." The leadership of the faculty can neither be reluctant nor impatient. Reluctant folk make poor adventurers, and changing anything as complex and as commitment-charged as a school must be done carefully, slowly, and patiently. At the same time, it is clear that a few persistent saboteurs can demoralize and muffle the energy of any school.

Some Coalition schools started with a school-within-a-school pattern, an "Essential high school" as part of a larger unit. There are virtues in this approach, as it allows the small group of most committed teachers considerable freedom to move. Visible programs emerge quickly. However, hazards arise in the inevitable "we-they" character of the approach; Essential school-within-a-school teachers and students are inevitably compared with the rest, and jealousies emerge from real or imagined inequities.

Evolving a careful and necessarily long-range plan of "turning" a whole school on Coalition principles at once carries its own sorts of hazards. One is the invisibility of much progress—and politics likes quick, visible results. Another is the difficulty of taking into account the synergistic quality of the school; everything important affecting everything else makes turning a very large and complex high school exceedingly difficult.

Easiest of all, perhaps, is the founding of a brand new high school, a permanently free-standing institution with its own building, or an independent unit within a larger education complex of some kind. The founders can gather to themselves congenial colleagues as the school grows, and, if it is a school of choice, an equally congenial student and parent body. The debits of this approach are both the strain of starting an institution from scratch and the absence of traditions and rituals—those expectations which, when sensible, give steadying ballast to a school.

Third, the planning for a restructured program takes substantial, unremitting effort and emotional energy. Much planning by a significant core of the staff during summer months and during the academic year is necessary, and both time and arrangements for daily or at least weekly meetings of the key faculty are essential. Even the most carefully worked-through summer plan will need adjustment within weeks of being launched, and the time and personnel necessary for the continual assessment of progress and the changes it suggests must be built in. Most reformers outside the schools fail to recognize this need; there are well-intentioned "restructuring" efforts even today which provide no assistance either to the principal or the faculty of a school that wishes to try ambitious change.

Redesigning a school is one thing; the reshaping (retraining) of its faculty is quite another. Staff development (an ugly phrase, implying a passive, clay-like faculty) is critical. It must arise from the teachers' sense of their own need and must be planned over a substantial period of time. The traditional "one-shot-five-times-a-year" staff development days are a mockery compared with the work required for the redirection of teachers' and administrators' responsibilities (and attitudes) that serious restructuring requires.

Fourth, the Essential Schools movement is first and foremost a movement in *pedagogy*, in the relationship between teacher, student, and the subjects of study that bring them together. For example, the aphorism student-as-worker/ teacher-as-coach affects everything, from the way the school adheres to the expectations of both teachers and pupils to the nature and seriousness of staff development. Few recent efforts in school reform have started with the teacher-student-subject relationship, much less from pedagogy. Indeed, the importance of pedagogy is heard in few "reformist" quarters, and rarely from national commissions. The experience of Coalition schools that appear to be making progress, however, is already clear: Get the relationship of the youngster with the teacher right and subject matter and all else eventually will fall into place.

Fifth, the differences among youngsters, vaguely apparent to perceptive teachers, become clear when faculty-student ratios drop. Varying learning styles, differing motivations, rapid or sluggish rates of learning, and more all impinge on Coalition teachers. Getting the ratio down is one thing; using the practical possibility of serious personalization is a new prospect for many teachers—a happy luxury, but a troubling new responsibility.

Sixth, a school reform effort that arises from a set of *ideas* that a school faculty must carefully fashion into appropriate practical form—rather than a describable practice that is to be implemented—is an unfamiliar one in many communities. Accordingly, such an effort requires special political protection. School board members, superintendents, local business and political leaders, and the regional press all have their parts to play. The difficulties that Essential schools encounter do not end merely with the nature of the reform approach, but also in the inevitable clashes that arise from the setting of priorities by the Essential schools' planners. If thoroughness and the use of their minds by students is a truly serious goal, many traditional and usually pleasant school practices will have to give way.

Choices must be made, and some parties will inevitably be aggrieved. The politics of subtraction is the most difficult of politics, and the political supporters of Essential schools-in-the-making must be staunch and patient. This implies thorough understanding on the part of parents and other influential members of the community of what is being attempted. It demands that the school make the argument that the risk of doing nothing exceeds the risk of trying something new, that most "good" schools are not nearly good enough.

A final source of support is "critical friends," not only among the outsiders, but among colleagues in Coalition schools. Serious restructuring must be accompanied by a constructive peppering by knowledgeable people, friendly but persistently challenging. The very existence of these folks provides a running sort of accountability, and good allies. Their known presence strengthens the venturesome, and doubters both within the school and without are reassured that fair-minded critics are involved.

Seventh, Coalition teachers need great confidence in the subjects they teach. Often the compromise necessary to push the faculty/student ratios down is for teachers to work somewhat beyond their own specialties, with standards maintained by collaborative teams. For example, a humanities team is made up of teachers of English, social studies, fine arts, and foreign languages, with some members teaching several subjects. Quality control is maintained by specialists in each area. To teach somewhat outside one's field—sanding off the rust on one's English background if one is, say, an art teacher—takes self-confidence and a willingness to expose one's inadequacies to the critique of other teachers. This is often threatening.

The vigorous protestations against teaching out of area that one hears in many schools mask both the narrow preparation provided teachers in colleges and universities and a basic lack of scholarly self-confidence. (It always strikes me as odd that high school faculties insist on greater specialization than do, for example, graduate faculties of law or business. Is scholarly quality only calibrated by past formal study?) Schools in the Coalition have found that summer institutes are necessary to help teachers broaden and deepen their subject matter preparation. This priority must be reflected in any staff development plan.

Eighth, sustained and steady administrative leadership, particularly that of principals, is crucial. Coalition schools in communities where superintendents and principals have come and gone suffer intensely; in power vacuums the *status quo* flourishes. Constructive change requires leaders who have the vision and ability to assemble and hold teams of colleagues to the difficult task of trying to find a better way to school young people.

Finally, there must be a clear sense of the goals of an Essential school: the goals for the students, the teachers, the administrators, and the school as a whole. A prime vehicle to drive this goal-setting is the "exhibition," the demonstration by a student that he or she understands a rich core of subject matter and, equally important, can use it in resourceful, persuasive and imaginative ways. Few schools in recent years have ever tried clearly to articulate what students should be able *to do* to deserve their diplomas. We all tend to retreat into the familiar evasions—Carnegie units, seat time, and years of coverage.

No exercise can be more difficult for a faculty than that of addressing what the student should be able to do to deserve to graduate and none can be ultimately as liberating. Only by being clear about those general qualities that students must ultimately display can a faculty derive an educational plan, one that gives priority to helping the students achieve the identified strengths. Once wisely cast, such "exhibitions" can be the basis for sensible accountability, a measuring stick of quality that transcends the trivialization now reflected by our familiar quick-and-dirty, low-cost, paper-and-pencil tests.

Goals must be clear not only for students but also for the school as a whole. This requires a *plan*, one that details the necessary shifts in staffing, staff development, planning, the documentation of the project, and the resulting budget. Without a plan—even if it is creatively tentative, subject to constant revision—Essential schools will flounder. There is frustration enough in taking the common sense of the nine common principles into account without compounding it with vague direction.

The Coalition of Essential Schools promises no panacea, no quick model that can be put into place. It promises only an honest return to the basic questions about schooling, about growing up, about learning, and about teaching. It promises a hard, but ultimately liberating struggle for school folk, not only to forward their work in a setting that squares with the hunches of generations of successful teachers, but also to see youngsters—particularly those for whom traditional schools seem to have given up—perform in extraordinary ways.

The Coalition's Essential schools-in-the-making already signal promise in this regard. None of us wishes to make strident claims at this point, but we are convinced that when the basic ideas we share are rigorously adhered to, the world of schooling improves both for youngsters and for teachers.

The model of the Coalition school is, thus, not a generalizable model at all. Rather, it is an approach that leads to an idiosyncratic model for each community, a unique representation of what is best for that setting and its people and which is consistent with some powerful, old-fashioned ideas about learning and teaching. Patience, courage, and an endless sense of humor are required, but the promise is there, rich and increasingly visible.

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Coalition
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# PROSPECTUS

October 1988

The Coalition of Essential Schools is an extension of A Study of High Schools, an inquiry into American secondary education conducted from 1981 to 1984 under the sponsorship of the National Association of Secondary School Principals and the National Association of Independent Schools. As part of its findings, the Study identified five "imperatives" for better schools:

- Give room to teachers and students to work and learn in their own, appropriate ways.
- Insist that students clearly exhibit mastery of their school work.
- Get the incentives right, for students and teachers.
- Focus the students' work on the use of their minds.
- Keep the structure simple and flexible.

The rationale for these imperatives is detailed in the first of the Study's three publications, *Horace's Compromise: The Dilemma of the American High School* (by Theodore R. Sizer, published by Houghton Mifflin Company, 1984). Simple though they may at first sound, these commitments, if addressed seriously, have significant consequences for many schools, affecting both their organization and the attitudes of those who work within them. It is these consequences that the Coalition addresses.

Established in 1984 as a high school-university partnership, the Coalition of Essential Schools is devoted to strengthening the learning of students by reforming each school's priorities and simplifying its structure. Brown University joined in this partnership with schools that are diverse in character, geographically dispersed and representative of both the public and private sectors. Each school evolves a plan appropriate to its own setting. What Coalition schools hold in common is a simple set of principles that give focus to their effort.

The Coalition has no specific model to "plug in," and we reject the practice of top-down standardized solutions to school problems on the simple ground that such demonstrably do not work. Schools are fragile places and gain their stability from often subtle accommodation to the needs, character, strengths and weaknesses of the communities in which they reside. The heart of fine education is the constructive confrontation of able teachers and willing pupils — a joining that cannot be mass produced. It emerges from deft and sensible adaptation, school by school, even classroom by classroom, and from a commitment to learning that best flourishes when students and teachers feel a strong sense of ownership of their particular schools.

The Common Principles that provide the framework for our collective endeavor reveal an ideology about schooling and learning that places "personalization" high on the list of imperatives. A personalized education is one where students are known by the adult professionals in school. In most schools, making this personalization a reality will require the restructuring of many institutional features. The teacher-to-pupil ratio, for example, must be lower than we typically find (one teacher to no more than eighty students is our recommendation). With a more manageable number of students, teachers may be expected to orchestrate class activities more imaginatively — finding various ways to call upon student initiative and ways to place students more routinely in the role of the inquiring scholar and hard worker.

Such a vision, of course, pre-supposes certain aims of education. We maintain that the focus of a secondary school program should be on helping students to use their minds well and that a high school graduate should have the ability to show his or her knowledge and skill — to "exhibit" mastery — in a variety of areas deemed important by local and external authorities. This suggests that the high school diploma should signify genuine competence, specifically in the areas of reading, writing and fundamental mathematics. These Essential Schools that we envision should also be places where decency prevails; where social and professional relationships are typified by tolerance, generosity and fairness. This is the philosophical bedrock of the Coalition as spelled out in the Common Principles that follow.

## THE COMMON PRINCIPLES

1. The school should focus on helping adolescents to ***learn to use their minds well.*** Schools should not attempt to be "comprehensive" if such a claim is made at the expense of the school's central intellectual purpose.

2. The school's goals should be simple: that each student ***master a limited number of essential skills and areas of knowledge.*** While these skills and areas will, to varying degrees, reflect the traditional academic disciplines, the program's design should be shaped by the intellectual and imaginative powers and competencies that students need, rather than necessarily by "subjects" as conventionally defined. The aphorism "Less Is More" should dominate: curricular decisions should be guided by the aim of thorough student mastery and achievement rather than by an effort merely to "cover content."

3. ***The school's goals should apply to all students,*** while the means to these goals will vary as those students themselves vary. School practice should be tailor-made to meet the needs of every group or class of adolescents.

4. ***Teaching and learning should be personalized*** to the maximum feasible extent. Efforts should be directed toward a goal that no teacher have direct responsibility for more than eighty students. To capitalize on this personalization, decisions about the details of the course of study, the use of students' and teachers' time and the choice of teaching materials and specific pedagogies must be unreservedly placed in the hands of the principal and staff.

5. ***The governing practical metaphor of the school should be student-as-worker***, rather than the more familiar metaphor of teacher-as-deliverer-of-instructional-services. Accordingly, a prominent pedagogy will be coaching, to provoke students to learn how to learn and thus to teach themselves.

6. Students entering secondary school studies are those who can show competence in language and elementary mathematics. Students of traditional high school age but not yet at appropriate levels of competence to enter secondary school studies will be provided intensive remedial work to assist them quickly to meet these standards. The ***diploma should be awarded upon a successful final demonstration of mastery*** for graduation — an "Exhibition." This Exhibition by the student of his or her grasp of the central skills and knowledge of the school's program may be jointly administered by the faculty and by higher authorities. As the diploma is awarded when earned, the school's program proceeds with no strict age grading and with no system of "credits earned" by "time spent" in class. The emphasis is on the students' demonstration that they can do important things.

7. The tone of the school should explicitly and self-consciously stress values of ***unanxious expectation*** ("I won't threaten you but I expect much of you"), of ***trust*** (until abused) and of ***decency*** (the values of fairness, generosity and tolerance). Incentives appropriate to the school's particular students and teachers should be emphasized, and parents should be treated as essential collaborators.

8. ***The principal and teachers should perceive themselves as generalists first*** (teachers and scholars in general education) and specialists second (experts in but one particular discipline). Staff should expect multiple obligations (teacher-counselor-manager) and a sense of commitment to the entire school.

9. Ultimate administrative and budget targets should include, in addition to ***total student loads per teacher of eighty or fewer pupils, substantial time for collective planning by teachers, competitive salaries for staff and an ultimate per pupil cost not to exceed that at traditional schools by more than ten percent.*** To accomplish this, administrative plans may have to show the phased reduction or elimination of some services now provided students in many traditional comprehensive secondary schools.

Any list of such brevity and specificity begs for elaboration, and it is this elaboration which will first engage the energies of each of the Coalition schools. The process of designing programs and putting them into place will take several years, and the inevitable adjustments then required will consume some years after that. Due to its complexity, school redesign is a slow and often costly business. And due to the need to adapt each design to its own constituency of students, teachers, parents and neighborhoods and to create a strong sense of ownership of it by those who are involved, this redesign must be largely done at the level of the individual school — even as that school adheres to the principles and standards common among the Coalition schools.

## PROJECT ORGANIZATION

The Coalition of Essential Schools (CES) is co-sponsored by the National Association of Secondary School Principals (NASSP) and the National Association of Independent Schools (NAIS). Its small central staff is associated and housed with the Education Department of Brown University in Providence, Rhode Island. The chairman of the Coalition is Theodore R. Sizer of Brown University.

The schools in the Coalition are selected by the Coalition staff upon the advice of key officers of NASSP and NAIS with four criteria in mind:

1. ***Diversity*** is important: The Coalition will be enriched by the association of differing schools — urban, suburban and rural; public, independent and parochial; east, west, south and north; small and large; with a variety of student bodies and communities. This diversity will strengthen the validity of those aspects of our work which appear to succeed.

2. The schools involved must unequivocally ***agree with the common principles*** of the Coalition. This does not mean that these principles are not changeable over time; indeed, the Coalition schools' experimentation will surely lead to adaptations. Nor does it mean that schools have to emphasize all equally. What it does mean, however, is that there is a secure, if simple, common platform upon which our partnership rests.

3. The schools must have the moral, professional and financial **support** to proceed with the inevitably difficult work that flows from the common principles. Again, nothing is perfectly sure in this life: governing boards change, money dries up or becomes available, leaders depart and others arrive. Yet we seek as firm and specific a commitment from governing authorities as is feasible and for blocks of years rather than one year at a time.

4. The schools must have ***committed leaders and staffs*** — people interested in the project and, if skeptical, constructively so. Reluctant folk make poor adventurers.

The primary focus of the Coalition's work will be at each site, with Brown University-based and regional staff playing a supporting role. Each partner in the Coalition, including the central staff, is financially autonomous, responsible for its own affairs and thus never fiscally dependent on one another. For financial oversight, the Coalition's central budget will be under the aegis of Brown University. Each of the participating schools' budgets will, of course, be under the oversight of its own governing board.

## OBLIGATIONS OF COALITION SCHOOLS

Significant restructuring of any school's priorities and organizations is an arduous, often politically hazardous business. Much is at stake: the work must be done carefully. Planning cannot be rushed. Resources must be available. Governing authorities must be patient. Participants must accept the fact that all that is tried may not work successfully.

Accordingly, governing authorities of schools joining the Coalition must commit themselves for at least a four-year period, must agree to give their school's leadership the authority needed to proceed and must allocate or raise the funds required to support their project. These commitments should be clearly made at the start of the project in writing, both to their school's leadership and the Coalition's chairman.

Clear agreements between the individual Coalition schools and their governing authorities (for example, a superintendent acting on behalf of a Board of Education) on the control of program quality and the specific responsibilities and authority of higher-level staff are essential, in advance.

All the Coalition participants must agree to candor and to discretion: successful collaborative work requires openness and openness only develops when there is trust among colleagues. The participants must agree to share information fully and to work with the central staff to permit the fullest possible public description and analysis of the Coalition's work.

Project financial costs will vary among schools, but all of the following categories of need must be addressed:

1. **Planning:** Staff, in appropriate numbers and for a sufficient period, should be freed from existing obligations in order to develop their school's plan and support for it in their community.

2. **Support for the principal:** The school's key leader should be given extra staff support to cover important routine duties, allowing him or her to focus intensively on the project's concerns. This principal should have a discretionary account of funds to allow him or her to act quickly on unanticipated needs the project at the school may have. Clerical support should be available to prepare and keep the records and reports that the project will properly expect.

3. **Obligations during the project development:** Funds are essential to forward the initial work of the project and for the continuing planning and evaluation obligations of the faculty, including during the summer months.

4. **Travel:** Funds should be available for travel and lodging at meetings of the Principals' Council; for visits of staff to other schools in the Coalition or to other relevant school sites; for staff to attend summer Coalition-wide programs; and for special meetings that may arise involving members of governing boards or other participants in the project.

5. **On-site Coalition meetings:** While Coalition partners will pay for their own travel and lodging expenses, other costs (such as meals) of meetings held at a particular site should be carried by the host community.

6. **Consultants:** Each school should have funds for consultants of its own choosing, drawn from among experts beyond the Coalition partners. Each school should consider establishing an appropriate relationship with a neighboring college or university, giving it access to resources there. Each school should arrange for and fund whatever specific evaluation of its program is expected by its governing authority.

7. **Materials:** Funds should be available for the purchase of books, curriculum sets, reports and similar materials as required by the project.

8. **Renovation:** If modest renovation of space in the school building is needed to accommodate the project, this should be funded.

## OBLIGATIONS OF COALITION STAFF

The principal obligations of the Coalition staff are to provide intellectual leadership and professional support for the project. The direction of each school remains unequivocally in the hands of local authorities. The Coalition partners are autonomous colleagues in a federation of schools with common goals.

The specific obligations of the Coalition's central staff fall into four areas:

*On-site consultation:* Visits to Coalition schools will be made by central staff at the request of the principals involved and as the staff deems necessary. These visits could involve help with planning, observation (and subsequent feedback), staff training and assistance with fundraising and public relations (such as reporting on the project to state regulatory authorities).

*Off-site coordination:* The central obligation of the Brown-based staff members will be to observe, analyze and write — to encourage a continuing discussion among all partners in the project on its progress, its successes and problems. This writing will not only be in conventional "newsletter" style; it will also be in the form of field notes or analyses of general issues that bear on the Coalition's work. Its key purpose is constructive provocation.

Meetings of principals and central staff are to be held periodically. Central staff will arrange for an annual meeting of a national Advisory Committee (made up of experienced scholars of educational change and the executive officers of NASSP and NAIS).

Central staff will organize training sessions for the staff of several or all of the Coalition schools. The focus of these sessions will be on the training of teacher-trainers: central staff will focus their efforts at preparing local teachers themselves to direct on-site workshops for their colleagues.

***Outreach:*** Central staff will arrange for periodic publications — some internal to CES, some for wider audiences — and for a final report on the Coalition's work in the form of a book or books. A general newsletter — titled "Horace" — will be periodically prepared and sent to all interested parties. Staff studies will circulate among the partner schools.

***Evaluation:*** Central staff will arrange for a general evaluation of the Coalition's collective work under the supervision of the Advisory Committee.

**Individuals and schools interested in the Coalition should contact:**

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Those wishing to review the background inquiry of A Study of High Schools in addition to *Horace's Compromise* may consult *The Shopping Mall High School* (by Arthur G. Powell, Eleanor Farrar and David K. Cohen) and *The Last Little Citadel* (by Robert L. Hampel). All the Study's volumes are published by:

Houghton Mifflin Company
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Mr. GOODLING. Thank you very much, Dr. Wilson. I'll turn it back to you, Mr. Chairman.

Chairman HAWKINS. Thank you. I think we benefited greatly from Dr. Wilson's testimony. I think he's thrown out a lot of challenges. I suppose it's up to us to accept the challenges.

I'm just wondering if at the end of this symposium, Mr. Chairman, whether or not we will be able to actually implement some of the very fine ideas that have been expressed. I certainly hope so. We probably won't do it this year, but perhaps during the recess between now and spring, we'll have an opportunity to draft legislation of a bipartisan nature to advance a cause to which I think a lot of individuals have contributed, a better understanding of the problems and what we should be doing.

I think the committee is deeply indebted to Dr. Wilson and the others who have been on the agenda of this symposium. I also look forward to this afternoon, which I understand will close out this symposium.

You and I didn't need anything extra to occupy our time, but I think it's been very worthwhile. I think today and yesterday we have heard from some of the very outstanding individuals. We are deeply appreciative.

Mr. GOODLING. We are adjourned until 1:30.

[Luncheon recess.]

Mr. GOODLING. We would like to begin the afternoon session of the symposium. We would first call Dr. Raymond Melton, Director, National Academy of School Executives, The American Association of School Administrators.

Dr. Melton, as you probably understand, we're in a listening mood for the last couple of days. We don't have questions; we're all ears. We expect you to provide all the answers to correct all the ills that are in public education at the present time.

That's not a small assignment, but I'm sure you can handle it.

## STATEMENT OF RAYMOND MELTON, DIRECTOR, NATIONAL ACADEMY OF SCHOOL EXECUTIVES, THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS, ARLINGTON, VIRGINIA

Mr. MELTON. As a former superintendent of schools, I think you probably know that there is no single answer or no one has all of the answers.

What I'd like to do is address my remarks based on experience that I've had with the American Association of School Administrators, as we've gone out into school districts and conducted what are known as curriculum audits.

A curriculum audit is an independent management view of the quality control in school systems. AASA began this service a couple of years ago to provide school districts with an opportunity to take a very close intense look at themselves by people who come from the outside to see the degree to which they're meeting their own expectations, goals, objectives and that there's a congruence between what they say they're going to do and what they actually do.

We look at several different standards, as we call them, in a curriculum audit. The first of those standards is a control standard. Basically, what we're looking for is a degree to which a school district is in control of itself. Can it control its resources in terms of time, people and money in order to accomplish its goals and objectives?

The thing that we've found in conducting these audits throughout the country, in both large school districts, small school districts, rural, urban, suburban, is that for the most part school districts are lacking in the control area in terms of their policy development, in terms of how well policy is implemented, carried out by the administration, how thoughtful it is in terms of the school boards and how much policy is distributed down through the superintendent, through other lined administrators to the ultimate line administrator in a school district, the teacher.

We look for things, as I said, like the policy. We look for curriculum policy because it's the curriculum policy which basically provides the framework that will ultimately depend on what students learn. For the most part, school districts don't have curriculum policy. They may make mention of it, but rarely is there any type of a framework that guides administration in terms of what they are to do and to also provide school boards with entices as to how well they are doing.

School board members cannot speak fluently in terms of what their mission is for curriculum instruction in a school district. Some administrators can't either. I believe that in my opinion in doing these audits, that there is a definite lack there in terms of what school boards and administrators and communities combined to set out for themselves in terms of goals and objectives than how they allocate their resources in order to accomplish that.

Basically, what we find is that school districts have a budget that is a rollover budget. There are no priorities established in that budget. So it's business as usual rather than any type of a programmatic allocation of resources that will lead to some type of productivity over time.

In looking also at school districts through a curriculum audit, we are also looking at the degree to which a school district provides direction for students. In this particular instance, we would be looking to see whether or not there are clear established goals and objectives for kids.

Now this runs maybe counter to some of the current thought on site-based management or decentralization or something like that. Ultimately, it's the responsibility of a school district to provide for the common direction of learnings for kids and then to see that through their powers vested in them by the states and their local communities, to see that those goals and objectives are, in fact, accomplished and to hold administrators responsible and accountable for that.

There is very little direction provided by school districts in terms of goals and objectives for kids in a global sense. You might find it in textbooks which basically is the curriculum in most school districts. You find it written into some curriculum guides which are rarely effective management tools.

However, what we would be looking for in any school district that is productive and in any school district that has control of its time, people and money would be a common set of goals and objectives that would provide an overall direction. It would be like a common set of goals and objectives for General Motors or the Ford Motor Company, for IBM or any other major corporation.

That's one of the things we look at. In most of the communities that we go into, the school corporation is the largest corporation in that area. It has the biggest budget. It hires more people. It has the biggest public transportation system. It has more facilities and more land than any other corporation in that community. Therefore, it's a very complex organization. It requires a sense of direction from the top which would allow it to meet its goals and objectives.

We also looked at the degree to which the schools districts provide direction to teachers and to administrators in terms of curriculum. Since it is called a curriculum audit, we are very concerned about what is actually taught. Again, we're looking at the teacher as the ultimate line officer in a school system.

We are wanting to see the degree to which school systems provide concrete direction for teachers to follow so that ultimately the goals and objectives of the district are accomplished. For the most part, what we call curriculum guides are very poor management tools.

We would expect to find a curriculum guide that would provide very specific notations for teachers on the amount of time to be spent on suggestions for implementation in the classroom, for how specific objectives are being assessed and by what instruments, how other resources are to be brought into the instructional setting.

I know I am talking at a level of specificity here in terms of what goes on in schools, but this is what we find when we actually go in and take a very hard look at what school systems are doing. We are not as interested, for the most part, in what the states are doing, although they definitely have their role.

In many cases, it's the state that's providing the curriculum. In many other cases, it's the states of Texas and California that are providing the curriculum through textbook adoption. So they have their roles as well. In our view of it in terms of actually being in schools, in going through classrooms and buildings, talking with administrators, board members, community members, students, and others to determine what the curriculum management system is and the amount of quality control, we base our views on the fact that there is little actual direction that takes place in those school systems.

We would also expect to see a level of consistency in school programs across districts. For example, we look at what we call articulation, horizontal and vertical articulation of the curriculum so that there's equity in the curriculum for a child, regardless of what school he or she may attend within a district.

We do find that there are equity differences in school districts because of where a mom and dad may live or because of perhaps their socio-economic status. So one of the things we report upon are the equity differences in school systems and make recommendations on how they can correct that.

We also look at the rigor of the curriculum and the degree to which the district is able to meet the expectations of the community. We look, for example, if there are AP courses, advanced placement courses provided, which is one very clear indices of the rigor of a curriculum.

We also look, of course, at standardized tests. However, standardized tests, I think, have been overemphasized in this country to the detriment of schools, primarily because standardized tests look at achievement. They don't look at learning.

So we have boys and girls who graduate or who are in our schools right now who can read and write, add and subtract, but they don't know how to fill out a checkbook. They can't read a map. They can't do common things normal to everyday life. So they haven't learned anything, although they have a lot of facts available to them. That's what, basically, achievement measures, facts. It's not real learning.

I believe that the emphasis on standardized tests and our, perhaps, overemphasis on the competitive nature of that with other countries and ourselves and school districts within states and schools within school districts has worked the detriment of what real teaching and learning is about.

We find that teaching has become a rote and mechanistic type of a process because teachers are so concerned about how well their children are going to perform on a standardized test, which may or may not even conform to the curriculum that they are supposed to teach, that teaching loses a lot of its life, its liveliness, its vibrancy and its creativity.

So you find a lot of teachers in these school districts with far too much lecture, far too much in terms of ditto masters that kids are to fill out or worksheets from workbooks as opposed to making curriculum come alive.

I want to spend just a moment talking about curriculum, because the proliferation of curriculum in the past 15 years has basically deluded the ability of schools to deliver something well. In many cases, when we do a curriculum audit and we look at what teachers are required to do, and we look at all the courses and all of the various subject area content that teachers are to deliver and the amount of time required to deliver that content, we find that there is more required to deliver the content than there are minutes and hours in the day or days in a year.

So we keep adding on curriculum to the teachers and to the administrators. Yet we—I know of no instance where curriculum has been removed. I know of no case where school board or state legislature has said we will no longer teach this because we think it's more important to teach this.

Lengthening the school day or lengthening the number of days in a year is probably not the answer to that. I think what is more likely the answer is for schools to be able to focus on what it is children need to learn in order to be productive citizens and then to be able to do that exceptionally well.

I believe that the dilution of the curriculum has meant that we don't do very many things very well anymore. There just isn't time in the day to allocate resources in order to do that.

We look at the kinds of feedback that a system uses. With a standardized test and the other types of tests required by states and those locally adopted by school districts, school districts are basically data rich and information poor. They have far more data than they know what to do with. Rarely do they know or have the skills as to how to translate that data into information for decision-making. So that's one of the things we look at.

We look at skills of principals, for example, and their ability to be able to disaggregate test data and then use it at the local level with teachers to improve instruction. We look at the various factors and indices which make up a school district in terms of students on free and reduced lunch, on socio and economic status, on dropouts, on other types of things to see what is it that school districts really do with all this data and information that gets dropped on them.

Basically, they do very little. Test results come in from a State Department or from some other agency. The standardized scores are ripped apart and sent out to a principal, and it's up to the principal as to what he or she does with those test results. So, again, they're data rich and information poor.

We also look at productivity over time in these school districts. We want to see because in any human enterprise, in any corporation, we want to see the extent to which there is some degree of progress being made for the amount of money that's being spent. As costs go up, you would expect to see in an organization that's improving itself and making decisions to improve itself a path that would lead to increased productivity.

As a matter of fact, productivity means you get greater outputs for the same or less input from strictly a management point of view. We also are looking at school buildings. I know one of the things this committee is particularly interested in are school buildings.

My review of school buildings around the country during curriculum audits, where we go in and look at everything from the boiler room to the classrooms, PE facilities, restrooms, everything, is that, for the most part, they are in pretty deplorable shape.

School districts have not had the money or allocated the money for preventative maintenance plans. You have leaking roofs. You have poor wiring. We all know of the asbestos problem, which is not the fault of the schools probably at this point, but it's still there.

We have school systems who, for example, don't allocate funds to change the filters in air conditioners so the filters get clogged and they burn out a motor. So they replace a $2,000 motor instead of a $2 filter; that type of thing.

We find that teachers and administrators are extremely creative in how they can use buildings at times. They do exceptionally well in making do with what they have. School districts have simply not had the funds or allocated the funds, whichever way you want to look at it, to keep up with the growing deterioration of the school buildings themselves.

We are also confronted, I think, with a design of school buildings nowadays which basically isn't a whole lot different than the Quincy-graded school in 1848. Primarily, the school designs that we see right now are the same traditional kinds of design that we were all used probably when we went to school. They're a little fancier. They may have carpeting and air conditioning and better lighting and soundproofing and that type of thing, but, basically, they are not designed for learning.

They're designed for old-style, lecture-style teaching. There's no flexibility built into it. So teachers and administrators are forced to make due with what they have. The expedient thing to do is teach like we've always taught.

We also find that school boards are somewhat reluctant to raise taxes for school buildings unless it's to build a new building. It's popular to do that. It's not popular to close buildings. It's also not popular to try and retrofit buildings or to upgrade buildings to make them adequate learning sites.

Another area that I'd like to comment on is just teaching. In my travels and in doing curriculum audits around the country, I've had the chance to observe and talk with literally hundreds of teachers who are actually in the classroom doing the work. It is my opinion that teachers, for the most part, do an exemplary job with what they have.

There are many school systems in the country who do not allocate enough resources for teachers to actually do their jobs. I was recently in a district where they raised more money at the school level from selling candy and cokes and doing other fundraising kinds of activities than they collected from local taxes. That was the only way the principals could actually collect enough money to buy paper, supplementary materials and other types of needed supplies for teachers so that they could do their job.

So I believe the teachers actually do a very creative job. I think administrators assist them the best they can. We have many administrators who are not prepared to be instructional leaders. They are very good at managing a building, even if it's a deteriorating building. They are very good at perhaps manipulating a budget and keeping track of pencils and textbooks, but most administrators have never been trained to be instructional leaders. That is not part of preparation programs.

It must be learned from other kinds of sources. Therefore, we call upon principals to make instructional decisions, and we call upon them to be instructional leaders and to do things they're not trained to do. That is not to condemn administrators as maybe as much to condemn preparation programs, maybe even the American Association of School Administrators itself, since we do represent school administrators.

Rather to say that there's a lot to be done out there. There are no simple answers. There's a definite answer. There's a definite role for the State Department of Education in the states. Part of that role is quality control. Part of the role of the Federal Government is quality control.

It is not the purview, in my opinion, of the Federal Government to mandate programs in schools or the state government, unless it is something that comes directly from the legislature, and then it should be fully funded. I think those kinds of decisions must come very carefully. I think rather, and probably a more practical approach for state and Federal level is to look at the concept of quality control; how do we ensure that local school districts and state departments, for example, are, in fact, carrying out the mandates of the state and the goals and objectives of the local district.

Of course, that's also a role of local administrators as quality control, to make sure that there's congruence between what is written, what's taught and what's tested and if there's unity among those three things.

The state government also, of course, has many other roles. The one area, I think, where states could move would be in the area of quality control. I absolutely applaud states such as Kentucky and New Jersey who have had the courage to step out and say when local control fails, the state must do something.

I think that in some of the districts that I've been in to audit, it was absolutely mandatory that that occur, mandatory for boys and girls, regardless of local politics, regardless of bad feelings that are created between local people and state people or regardless of anything else. For the education of the young people in those districts, I think it's been a good thing.

I would encourage—if I were talking to state legislators—state legislators to seriously consider the same type of legislation which would put some teeth into a state department and truly give them a quality control type of a function. Unless there is legislation, obviously, it's not going to happen.

Without something like that, there's little motivation on the part of local boards and local administrators and local teachers and local communities to move if they are, in fact, not doing the job. In some cases, a few cases, fortunately, local control is not working. In that case, the state must step in.

At the Federal level, obviously, the Federal Government has already established its role in terms of some programs in special education and other areas. I believe, too, that the Federal Government has a role in terms of quality control and in terms of identifying exemplary practices and seeing that those exemplary practices are made common practice.

I know that the government has tried to do that before, and those efforts have been somewhat lacking, to say the least, in terms of the ability to do that. I'm not sure what the solution is, but I think a role that is vitally needed. There are very good things going on around the country.

There are exceptionally bright and talented teachers and administrators and school board members and community members who are actively involved in their schools and doing very good things for students. Those things can be identified. They can be taught. They can be transferred to other school systems.

It's a responsibility of state and Federal Government, I believe, and a role that's part of quality control, to provide that kind of a service and to obtain and create the methods and the means to assure that that happens. Otherwise, too many are going to be just left to muddle in what has been called the sea of mediocrity.

Also, I want to just comment, since I brought that up, that statements like that, in calling administrators the blob and other things, other type of finger-pointing activities by state and Federal Government officials, does nothing to help the situation, to raise the productivity of schools and to make kids learn more. Rather, what it does is to belittle, to deemphasize and basically cut down on the very thing we're trying to achieve.

I would strongly encourage state government and Federal Government officials to stop that type of a banter, because fingers can be pointed all over the place. Excuses can be made for anything. There are enough excuses to go around. There's enough blame to go around. To continue pointing fingers at teachers or pointing fingers at administrators or pointing fingers at school boards does nothing.

Basically, what I would like to see would be state and Federal Government combining with local communities and local governments and local school boards in identifying what it is we need to do in a local community to assure that we have an educated citizenry and then to do it, to do the things that are necessary and provide the resources in a collaborative kind of way rather than a competitive kind of way, to assure that that happens.

Without that type of collaboration, all there's going to be is fragmentation. As soon as you fragment the types of programs that you're doing, you are also going to get fragmented results. Fragmented results will not lead us to where we want to go.

Thank you for your time.

Mr. **GOODLING**. Thank you very much. I was very concerned when I heard him say most administrators are not trained to be education leaders. I'd hoped that had changed, but apparently it hasn't.

When he talked about quality, I have a jacket I wear around home that says, "Quality or Stop." I got that from my company that has all of their employees wearing T-shirts and jackets that say, "Quality or Stop." I don't know whether they get anything produced or not, but that's what it says.

Our next panelist this afternoon is Dr. Stephanie Robinson, Director, Education and Career Development, National Urban League. Welcome to our symposium. Apparently, your mode of transportation was better than the two before you.

Ms. **ROBINSON**. I was lucky.

Mr. **GOODLING**. We welcome you to our panel.

### STATEMENT OF STEPHANIE ROBINSON, DIRECTOR, EDUCATION AND CAREER DEVELOPMENT, NATIONAL URBAN LEAGUE INC., NEW YORK, NEW YORK

Ms. **ROBINSON**. Good afternoon, Mr. Chairman and members of the committee. Thank you very much for inviting the National Urban League to participate in this symposium. Today I'm going to talk about what I think is the missing link in the chain of education reform, and that's community and parent involvement, more specifically community mobilization for education change.

I have some prepared testimony that I have submitted to you, but I am going to highlight some of that. Before I do, I want to talk a little bit about the National Urban League and its 113 affiliates so that you will know about us as an organization.

We have, as I said, 113 affiliates in 37 states and the District of Columbia. We are located in 39 of the 50 largest school districts in the country. We serve 2½ million African-American students and families in our communities. That's about ⅓ of the African-American students in the public school system.

In 1986, the Urban League made education its national initiative and a priority program area. Since that time, we have involved all of our affiliates in community-based education support programs designed to improve education of African-American students, the outcomes for those students, by providing direct services such as tutoring, mentoring, guidance and test-taking skills, early childhood services and parent involvement.

We've raised over $15 million to support these efforts from private and corporate sources. We have moved to a level now that we are looking at ways to mobilize large and broad coalitions of groups on a local, state and national level to advocate for policies and program changes that will benefit our constituency and, indeed, will benefit the public school students of this country as a whole.

The missing link, as I said, in the chain of reform is of community and parent involvement. It's like the weather; everybody talks about it and it's been identified as a serious need, but nobody has really looked at ways in which it can really affect change.

However, there are school systems and communities, which I'll talk about, that have mobilized constituencies for educational change. The need to establish an informed and involved constituency is there because institutions are not going to change. School systems are not going to change. The previous speaker talked about the needs in public school systems.

What we have to do is not only work within the system to make those changes but provide people in the community, parents, community groups, with the information they need so that they can push for the changes externally and support educators in their efforts to change.

Broad coalitions that advocate for the interest of all students are absolutely essential. There are specific conditions that need to be evidenced or in evidence where mobilization efforts can be successful. It's no accident that the cities that are experiencing some progress in educational reform are cities where there has been significant community involvement.

Now, I'm going to talk about some specific cities, and they are listed in your testimony. The characteristics of these cities where successful, broad-based coalitions have been formed and where there has been movement are as follows. They have staff people. They have people who are designated as persons whose job it is to mobilize and inform community groups.

They have established specific goals for themselves as coalitions, as entities. They know where they want to go in education reform. They have fund-raising capabilities. They have information dissemination capabilities. That's critical.

We, in the Urban League, have a long history of forming coalitions and mobilizing communities. One of the things that we're finding in our efforts to mobilize communities for educational change is that unless you have timely and relevant information, unless you can—like the previous speaker talked about, data in school systems needed to be turned into information so it can be used—we also, on the outside, those of us mobilizing for educational change, need to have data converted to information so that we can use it to inform the public so they in turn can use it to organize the change.

I'll speak more specifically about that. Not only do you have to have the data, but you have to have a way of getting it to people. You have to have information dissemination or you have to have a means of getting to the press, into TV, into radio announcements and so forth.

The leadership has to have negotiation skills because we're talking about coalition building and mobilization activities. We're not talking confrontation. When you talk coalition building, the people involved must know how to negotiate for change.

There must be a way of monitoring all of this outside of the organization. In other words, there must be a monitoring effort involved in all of this. Now, as I indicated, the Urban League has established education as a priority. Each of its 113 affiliates has been involved in some education activities.

I want to highlight a few that have, I think, resulted in some change in the way education is delivered in their communities and to provide an example of what I've said. In Springfield, Ohio, the local Urban League led an effort to change the way people were elected to the school boards so that more African-American and other minorities could participate in the school governance process.

The leadership in a class action suit was provided by the local Urban League. The results have been that there has been more representation of minorities on the school governance, on the school board.

The interesting thing about this case study is that while the Urban League was advocating for this change, they were also working collaboratively with the school board, with the children in the school board, with the parents, providing services such as tutoring services and guidance services.

Now this dual activity took no small amount of skill, negotiation skill, and skill interacting with school boards because if you're suing somebody and at the same time trying to work with them, it takes a lot of skill to do that. They did it. I think it is an example of what can be done on the advocacy level to change the school governance and to change the involvement in school governance. That's one of the things that mobilizing communities for educational change seeks to do.

I think you've probably all heard about Miami and some of the things that are happening in Dade County. Dade County has implemented the school-based management plan in a specific feeder pattern in that school district. They were able to implement that because of the involvement of the total community. The local Urban League went to the school board, established a committee, worked with the school superintendent, provided information to parents in that district, provided training to parents.

So when the school superintendent decided on the school-based management plan, he had a group of constituents outside of the school system who knew what the purpose of the school-based management activities were, had been informed about the objectives—remember we talked about how you had to have goals and objectives—had been informed of the objectives. So we were ready to support the efforts in the school-based management plan.

I think the move toward decentralization of schools and school-based management is critical that we have the capacity to inform and mobilize parents on the local level so that they will know how to be involved and they will know the issues that they need to be advocating for.

Another example in another school district that has been cited as moving toward education reform is the Pittsburgh school district. Again, the local Urban League and other community groups were very much involved in forming coalitions, in bringing in the business community, bringing in the higher education community and not only working with the coalition but seeing to it that that information got to the constituents, the local constituents, the local consumers of education, that is the parents.

I want to talk a little bit about Chicago and what we're doing in Chicago. As you know, Chicago is experimenting with or is implementing a major decentralization effort in its schools. In order for that to work, the parents and those involved in those local school committees must be informed and must have the kind of knowledge about school governance and curriculum and administrative procedures and exemplary programs that they need in order to make informed decisions.

How are they going to do that? One of the ways is that the local Urban League has been involved in providing training for the local school governance committees in Chicago; not enough. We don't have enough of the resources to do the job that we know could and should be done, but it is a start. It has, I think, demonstrated what can be done with coalitions and mobilization for educational change.

Now I want to talk a little bit more specifically about what happened in Rochester. Everybody has talked about Rochester, the City of Rochester as being on the forefront of educational change. There were some things that happened in Rochester prior to the superintendent announcing his major reform efforts.

There was one event that kicked off the whole Rochester education reform. I will share that with you. The local Urban League, early on in that city, sought to honor the graduates of the city's high schools with some scholarships. They went to the school system and said, give us the names of the students who are eligible.

To their horror, they found an infinitesimally small number of students who were eligible to receive the awards. That led them to begin to look at why this was true. They then began to gather data on the school system, data on school achievement, formed a group called the Neighborhood Task Force.

That led to a series of events that I'd like to kind of inform you of. First, there were five phases in the Rochester education and reform. I call it the pre-reform community mobilization activities. The first phase was an information-gathering phase, as I said, where the local Urban League and other community groups began to look at what exactly was the situation with the students in the schools.

They involved in this process the school unions, the school administrators, as well as outside groups. That's a very important actor. They launched a series of speakouts, education speakouts in the broad segment of the population involved in these speakouts.

It is important to note that these speakouts were organized such that they would not dissolve into just complaint sessions. They were organized such that they came out with solutions as well as identifications to problems. That was a very important phase of that mobilization activity, the identification of the problem and involving broad segments of the population teachers, students, unions, teacher's unions, church groups, all in these speakouts.

The speakouts were televised by the local television. I talked about the media being involved. There was extensive press coverage. Phase four of the speakouts led to a series of town meetings in different sections of the town. Also, in these town meetings, the participants included parents, educators, clergy people, business persons. Again, they were structured to be solution-oriented.

They began to talk about the fact that education in this community was everybody's problem. So everybody had to be involved in the solution. So there was a groundswell of activity and a kind of a marshalling call to action. Out of these town meetings, school action committees were convened and an extensive report was issued, a city-wide task force was formed, community roundtables were held.

There was a business task force, an edu-action project which was the business task forces effort to monitor the implementation of business-related activities in the schools. There were foundations, colleges, churches, human service agencies who joined in the initiative. It all culminated in a call to action and recommendations for educational change which are being implemented now in some form or another.

Now we've learned some things about this mobilization effort, but I wanted you to get a sense of complexity of the involvement, of the community in Rochester. It is one of the factors we really believe that has led to Rochester's being able to do some of the innovative kinds of things that they have done.

Now, there are some specific characteristics of all of these activities that have given them some assemblance of success. The community-based education organizations advocacy coalitions in these cities all had access to pertinent information. They had the ability to analyze their findings of this information and get it out to the people that needed to be informed in a timely fashion.

They had regular communications and positive working relationships with school and city officials. It didn't mean that they didn't come to conflict at certain times over some issues, but their regular communication and their negotiative posture made it possible to work through the conflicts that arose and the conflicts that are still arising, I might add.

They also had—all of these cities have multiple channels for external communications and a constant way of feeding information into the process and getting it back to the people who need it to make their positions known and to advocate for change.

Here I might say that this issue of information is one thing that you can do, that the Federal Government can do to make information more readily available to those of us, the CBOs, who are working in the area.

As you have already established the Education Research and Information Clearinghouses, the ERIC centers, these ERIC centers have a wealth of information. It is information that we need, but it is not available to us because of the way it is housed, the format that it is in, and because of the lack of resources that the centers have to work with groups and to make the information available to us.

So there are ways that we could talk about that would make these centers and their information much, much more relevant and useful to those of us who are working in this field because information is key to this process, information and timely use of it.

We've learned from Rochester that we have to mobilize all of the stakeholders in this process and that the participation of parents or parent surrogates are important. When I talk about parents, I'm talking about community groups, such as ours, that act on behalf of students whose parents may not be able to mobilize, to be mobilized.

Another thing that we've learned is the necessity for constant outside monitoring of this process. So that, I think, gives you an example of how community mobilization, I think, works for educational change. We think, in the Urban League, that there will be no significant education change unless there is the involvement and the mobilization of communities in this process. As I said before, I think this is the missing link.

Before I end, I want to talk a little bit about also the idea of choice in all of this, of choice for improving education. As an educational practitioner, I worked in a school district that you may have heard about, Montclair public schools, that has had a choice program for some time. I was involved in the implementation of that choice program.

I think choice alone, as a way of improving public education, is ineffective. I know that the controlled choice programs and the other recommendations can only work under certain conditions. If choice is going to be a factor or used to improve public education, there are certain other conditions that have to go along with it.

There has to be, in the district, a plan for improving education service delivery. There has to be a plan for improving curriculum. There has to be a plan for improving the teaching, the way teachers teach. There has to be a plan for improving buildings, if that's a factor, and there has to be a plan for and a commitment to involving a total community in the process.

Choice plans, if they are going to work and if they are going to be equitable, cost a lot of money. The cost is incurred because there needs to be very specific administrative oversight in order to make sure that all kids and parents get an opportunity to be involved in choosing the schools and the kind of education program that is appropriate for them.

You have to have this commitment on the part of the local board. It has to be a commitment on the part of the administration to make those resources available to the school districts where choice is a factor.

The Urban League has been involved in each of the choice meetings that have been held around the country. We will be, at the end of those meetings, issuing what we feel is a statement concerning the only conditions under which parental choice is acceptable as a way of improving the educational service delivery in this country.

Mr. Chairman, it's been my pleasure and a challenge to work with the National Urban League to support the efforts of our local affiliates at the state and local level to advocate for policy change and changes that will benefit all of our students.

I think the public school experiment that we have in this country is like no other. The school district that I referred to had 8,000 students but 27 different languages, 27 different languages represented. We had to educate all of those students. It's unlike any other, I think, school system in the world that tries to do that.

We, I think, know what to do. We have the evidence of what works in public education. The previous speaker talked about the same thing. I would reiterate and support his contention or his comment that the role of the Federal Government should be to help identify those strategies that are successful in improving education and not only identify but provide incentives for those strategies to be replicated throughout the country.

In closing, as I said, I think that educators in the general population, we know what to do. We know what improved schools—we only need the will and the money to do it. I'll close by sharing with you our National Urban League statement, and that is, "Working together, we can make a difference."

Thank you.

[The prepared statement of Stephanie Robinson follows:]

PRESENTED AS TESTIMONY TO THE UNITED STATES HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR

NOVEMBER 14, 1989

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Mr. Chairman and members of the committee. I am pleased to have the opportunity to appear before you today to describe the progress of recent initiatives undertaken by the National Urban League and others to build local capacities for the advocacy of educational improvement.

The National Urban League and its affiliate local network have a longstanding record of involvement with urban education. In 1985, the National Urban League began a major initiative to significantly improve education (see APPENDIX A). As a leading organization for the interests of urban life and particularly in the lives of the minority groups which populate the nation's cities, the Urban League is in a unique position to help foster educational improvement through community action and public advocacy.

In recent years, the public spotlight has been cast dramatically on the shortcomings of public education with the most harsh focus frequently cast upon urban schools. The list of serious problems confronting public education has become a familiar and disparaging litany: dropouts, low student achievement, teen pregnancy, dwindling financial resources, deteriorating school buildings, shortages of quality teachers, etc. The agenda for improving education is quite full for all education institutions and even more demanding for the nation's urban communities.

Left unattended, these issues hold dire consequences not only for the futures of millions of children, but also for the economic, social and political well being of the nation as a whole. The business community, perhaps much more than other entities, has become increasingly aware of the vital link between a well-educated citizenry and the country's stability and growth. Business leaders lodge the frequent complaint that adequately educated and trained employees are in short supply. They particularly are coming to view the health and security of cities as directly correlated to their enterprises' opportunities for success.

However, although the corporate world is slowly awakening to the acute needs and pivotal importance of education, especially urban education, business interests alone will not generate the level of support and movement needed to propel education to the forefront of the nation's attention. A wider coalition of community interests focused directly on education is crucial to effectively addressing the current array of complex challenges.

Yet, to a large extent, urban education is isolated from the forces that must be mobilized if today's schools are to surmount their problems. As a recent Rand Corporation document, The Federal Role in Education: A Strategy for the 1990's,[1] states:

> "Schools have too many liabilities to be attractive to ambitious politicians, cost too much to be popular with business and taxpayer groups, involve too low-status a group of professionals to attract the attention of the academic community and provide services that are too low quality to retain the middle class patronage. The result is that central-city schools are isolated from the mainstream of civic, political and economic life. Left to their own resources, they will become less well-funded, more controversial, lower quality and more segregated by race and income."

Despite the prevailing isolation of the nation's urban schools, there are promising examples of how community interests can be marshalled on behalf of schools. Another recent Rand Corporation study, Educational Progress: Cities

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[1] Paul T. Hill, The Federal Role in Education: A Strategy for the 1990's, National Center on Education and the Economy, 1989, p. 7.

Mobilize to Improve Their Schools,[2] describes the consensus building approaches undertaken in six cities which have resulted in both improved educational services and a broader base of political support for schools.

For example, Atlanta schools, once racked by divisive racial problems, are building a strong base of community support. White flight to the suburbs and a lengthy desegregation fight, which included a court mandate to hire a black superintendent, took its toll in terms of low morale among staff and low expectations for students in the seventies.

As the new black superintendent, Alonzo Crim began the tough task of rebuilding the system first by positioning himself as an advocate of all children, black and white, and second by personally campaigning for community-based school reform among the city's power brokers. He tapped Atlanta's powerful corporate and university base and called upon minority leaders from churches and small businesses to accomplish goals which were identified through community-wide polling. Crim left the Atlanta schools in June, 1988.

Although the schools still face serious problems, his efforts shored up the system's foundation and built commitment among school board members and business and higher education leaders to pursue continued improvement.

In Pittsburgh, leadership for system-wide improvement surfaced among the city's business and civic organizations, as well as the teachers' union, in the early

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[2] Arthur E. Wise, Paul T. Hill and Lesly Shapiro, **Educational Progress: Cities Mobilize to Improve Their Schools**, The Rand Corporation, January 1989, p. 46.

1980's. Tension over desegregation, declining test scores, white flight, and teacher strikes prompted open Board conflict. On becoming superintendent in 1982, Richard Wallace garnered support for long-term priorities that emanated from a comprehensive needs assessment and extensive public input. He then translated these priorities to curriculum and staff development reforms and sought financial support from corporate and community leaders through his membership in a regional business and civic organization.

Cincinnati schools, struggling with many of the same problems as Atlanta and Pittsburgh, have also realized district-wide progress as the result of strong community-based involvement. Corporate giants such as Proctor and Gamble and Kroger are committing time, expertise, service, and resources to improve schools and influence state aid legislation.

In addition, Memphis, Miami, and San Diego, the three other urban school systems included in the Rand study, have made significant strides toward district-wide school improvement. In each of the six systems, community mobilization, support, and involvement have played a key role in initiating and sustaining progress. In each of these six cities, civic, corporate, and educational leaders have rekindled a genuine interest in and enthusiasm for school reform. As a result, a strong consensus on long-term educational priorities has ignited and continues to be fueled by widely and readily available information about student performance, the community's needs, and school resources.

Studies of community mobilization efforts reveal that successful organizations of this nature share several traits. Among these are:

- at least one full-time staff member
- clear and specific goals
- a well-developed fund-raising capability
- issue-research capabilities
- information dissemination vehicles
- negotiation skills
- skill in monitoring and assessing government or local agency programs

The success of these efforts also depends on an ability to relate its local concerns to the "bigger picture" of national affairs, a characteristic which sociologist Janice Perlman has labeled "issue growth from neighborhood to nation." Equally important to the productivity of community mobilization attempts are access to support networks that provide appropriate training and technical assistance and coalition building with other such groups and supportive third parties.

In Washington, D.C., two organizations which have met with considerable success in improving the District of Columbia Public Schools mirror many of these traits. Parents United for the D.C. Public Schools and the Washington Parent Group Fund both have had a substantial impact on local public education.

Parents United's mission has primarily been to increase the school system's budget and to channel these funds to the most glaring areas of need. Through fact-finding and analysis, the organization of parental pressure, and orchestration of awareness campaigns, Parents United has contributed to results such as smaller classes, a full day pre-kindergarten program, testing of incoming teachers, elimination of a residency requirement for teachers, increases in textbooks and supplies and facilities improvements.

The Parent Group Fund supports parents representing 50 schools to provide enriched educational experiences and in securing basic repairs, services and resources from the school system. In its eight-year history, the Fund has drawn major fiscal support for these schools and has equipped parents in its member schools to take an assertive and proactive role in improving their children's educational environments.

In a recent self-assessment, these organizations identified some major factors which have led to their accomplishments and are essential to their continued effectiveness:

- o Access to pertinent school data and a sophisticated ability in analyzing data and presenting findings to a variety of audiences;
- o Regular communications and interactions with the organization's support base as well as positive working relationships with school and city officials; and
- o Multiple channels for external communications: media releases and "events;" op-ed articles and feature news items; a regular radio segment; testimony at public meetings and hearings.

One of the more ambitious and far-reaching examples of community mobilization on behalf of urban education has been the recent work conducted in Rochester, New York under the leadership of the local Urban League.

In 1985, the Rochester Education Initiative was launched with two primary objectives: "to inform the total community of the crisis of low academic achievement within the public school system and to involve the total community in a set of strategies to correct this problem."

The initial plan included five phases of activity. First, meetings involving religious, neighborhood, fraternal, business, human service and governmental organizations were held to gain wide support for the initiative. As a result 62 community interests endorsed the goals of the initiative.

Phase II comprised three education "speakouts." Parents, educators and students were the focus of each of these meetings which helped garner additional awareness and support for the total effort. The Urban League then sponsored a conference with community leaders from a broad cross-section of interests (Phase III). The outcome of the conference was the development of an action plan to "address the problem of the large and growing number of young people who are failing in our city schools."

In Phase IV, neighborhood organizations and settlement houses were enlisted to act as lead agencies in setting up a series of 12 Town Meetings. An intensive media campaign was mounted to advertise the meetings and video highlights of the earlier speakouts were used to stimulate discussions. At the town meetings, initiative leaders proposed the formation of "school-based action" committees, comprised of parents, educators, clergy, business persons, students and community residents. These committees were designed to serve as the means for addressing and resolving issues of student performance and educational accountability.

The School Action Committees were convened by the school principal and a community volunteer and charged with the job of undertaking at least one project which they felt would substantially improve student achievement. Fact sheets with pertinent school data on attendance, discipline and academics were provided to help the committees identify specific areas in need of attention.

As a follow-up to the formation of the committees, the Urban League created a City-wide steering committee to meet periodically and serve as a forum for the School Action Committees to share information about their projects, to identify resources needed for the projects and to explore the project's replication possibilities. The Urban League also secured local foundation funding to hire a staff coordinator to provide continuous technical and organizing support to the committees.

In addition to the school-based committees, a number of other oversight, advocacy and service programs were begun. These included:

> A City-Wide Task Force: This group representing all segments of the community issued its "Call to Action" report in March 1986. The report included specific actions on behalf of education to be taken by virtually every group, agency and organization in the city of Rochester.
>
> A Community Roundtable: This group was established to serve as a mechanism for monitoring the implementation of the "Call to Action" recommendations and for communicating and coordinating activities initiated in response to the task force report.

A Business Task Force: Through the Rochester Chamber of Commerce and the Industrial Management Council, this group of private sector representatives was formed. This task force released its study of business involvement in education as part of the "Call to Action" report, urging the private sector to undertake partnerships with schools, market the importance of education, offer job placement assistance, help train school personnel and provide management and problem-solving support.

Edu/Action Project: As a result of the business task force efforts, this project was begun with a full-time director to monitor the implementation of the business-related recommendations in the "Call to Action" report.

Marketing Education Task Force: Top communications experts in Rochester joined forces and initiated a major print and electronic media campaign extolling the theme, "Rochester runs on brainpower -- Better education is everybody's job."

Center for Education Development: CED is a nonprofit organization established to bring private resources to the schools. The center has administered "mini-grant" awards to schools for enrichment activities and innovative programs.

Foundations, colleges, churches, and human service agencies also joined in the Rochester Education Initiative. The school district enacted several of the "Call to Action" recommendations. Literally thousands of Rochester citizens joined in this massive support effort for the public schools. The flow of resources to the schools was so great, the system had difficulty absorbing all of the fiscal and human support.

These efforts drew national attention and Rochester was often cited for its potential as a model community for urban school reform. However, by their own admission, the community and school leaders believe the clamor and praise may have been somewhat premature.

Budget cuts in 1988-89 forced the school system to abandon its dropout prevention programs, lose attendance officers, cut aid for early intervention kindergarten programs as well as funds for school-based planning and parent involvement.

Additionally, after its initial strong start, the Center for Educational Development is unable to find the financial support to continue its mission. The Education Round Table has yet to assume the strong monitoring role for which it was established. Compounding these problems is a deterioration in the relationship between the teachers union and the school system. Although disheartening, these instances of setbacks and tension have not laid the initiative to rest. The promise of change has not diminished; however, the initiative leaders have experienced some lessons in the complexities and time required to institute meaningful school improvements.

One such lesson has been the need for external monitoring systems to carefully oversee the implementation of improvement measures and plans. Another has been the recognition that without a strong parent education component, parents are unlikely to offer the full participation which is so critical to the improvement efforts.

In a proposal to establish the Rochester Center for Citizen Involvement in Education, an entity designed to provide both independent monitoring and technical resources for parents, the Rochester Urban League described these hard-learned lessons:

> "Indeed, Rochester's confidence in its own institutions' capacity for reform may account for its neglecting the development of outside monitoring systems. It has given little attention to building the community-based institutions and structures that will assure that the reforms will remain true to their goals... [Furthermore,] without a strong parent education and support effort, low-income parents are not likely to feel comfortable in school-governance forums."

The Rochester Education Initiative offers stirring testimony to the possibilities of community-based action and advocacy for school improvement. The effort also demonstrates the complexity of the school reform process and the key obstacles which often lie in the path of school improvement.

The successes and pitfalls to community mobilization movements are borne out in the Rochester experience as well as in the other previously mentioned cities which are mounting strong broad-based efforts to improve their schools. These cities have shown the promise and early positive results which can come from concerted advocacy and coalition-building strategies. They also provide indications of the key components needed for successful work in this area. Determined leadership, clear internal and external communications, external monitoring of plans, fact-finding and analysis capabilities are repeatedly cited as among the most critical factors for success.

We can summarize what we have learned from the experiences of these cities. It seems clear that certain ingredients are essential for comprehensive urban school reform. Among them:

- mobilization of all stakeholders -- business, parents, educators -- for the purpose of establishing a positive climate for reform and devising a recovery plan which key sectors support.
- participation of parents in the affairs of their schools and the education of their children.
- monitoring the implementation of reform to assure that it penetrates the classroom and benefits kids.

Some aspects of educational reform are primarily the responsibility of educators themselves. But the three key tasks enumerated above must be performed by informed, sophisticated external entities which enjoy the support and respect of all major community sectors.

Clearly, schools must be reestablished as an essential central concern of the entire urban community and of the nation. Unfortunately, at present the requisite leadership in articulating the needs of schools and mobilizing disparate -- and often competing -- community interests has not emerged or been clearly identified. A recognized advocate and distinct "voice" on behalf of urban education is greatly needed.

The need for advocacy and community mobilization on behalf of education becomes even more apparent when the composition of the nation's urban centers is considered. Urban school districts serve large numbers of poor, African American and other minority students and their families -- the very groups which often have the greatest educational needs and the least clout and means to address those needs. Who then can speak out forcefully for these citizens' educational concerns? Who can also serve as a catalyst for focusing diverse community interests into action on behalf of better urban schools?

## APPENDIX A

## NATIONAL URBAN LEAGUE EDUCATION INITIATIVE

In response to the current array of educational problems and the failures of educational systems to provide quality education for a large segment of the minority student population, in 1985, the Urban League leadership passed the Resolution on Public Education (see Appendix B) which called upon each affiliate to develop direct service and advocacy programs which emphasized community mobilization, systemic change, academic assistance and student support services.

As of today, all 113 Urban League affiliates have launched Education Initiative programs or support activities for the improvement of academic achievement in their local communities. The various programs have directly served more than 60,000 students. The affiliates have raised more than $15 million dollars in support of these programs; an additional $3.5 million in scholarships for urban students have been awarded under the initiative's auspices.

The National Urban League has undertaken a number of additional activities in support of the Initiative. A Superintendents Task Force was formed to assist affiliates develop formal collaborations with school systems. The American Association for the Advancement of Science, the world's largest federation of scientific and engineering societies supports the initiative by providing technical assistance to affiliates in math and science program development. Additionally, the Education Testing Service recently began a five-year program to help affiliates develop services to increase student access to post-secondary education.

### The Work of Affiliates

Under the auspices of the Education Initiative, more than 300 programs to increase the academic success of urban students have been launched. These efforts range from after-school tutorials, career counseling, dropout and drug abuse prevention programs to the more comprehensive community-wide mobilization undertaken in Rochester, New York.

Examples of other affiliates' advocacy and coalition-building work are:

- Pittsburgh, Pennsylvania: This city's Initiative effort is multi-faceted, including major programs involving local churches, the business community and parents. The Parent Involvement Program was designed to increase parental action with the schools; the Pittsburgh Urban League developed a parent training model based on this program which is now being disseminated to all League affiliates.

- New Orleans, Louisiana: This city's Urban League has focused on building wide community support for increased school funding and for identifying needed educational reforms. In September 1988, the Urban League of New Orleans convened a major conference of educators, administrators, union officials, teachers and corporate representatives to develop educational improvement recommendations. The resulting "Diamondhead Report" outlined concrete and detailed recommendations to be considered by the Louisiana state government.

- Norfolk, Virginia: Another example of community mobilization is the Norfolk Urban League's Educational Task Force which is comprised of 55 key city leaders representing various segments of the population. The task force has held numerous community "speak-outs," set specific goals based on their data gathering activities and launched a series of action plans for improving Norfolk's schools.

- Seattle, Washington: The advocacy activities of this affiliate are directed toward addressing the over representation of African American students in disciplinary actions, special education classes and low academic courses. This Disproportionality Task Force is a major effort to increase academic achievement and promote equal opportunity in the Seattle Public Schools.

APPENDIX B

## A RESOLUTION ON PUBLIC EDUCATION

Adopted in 1985 by the National Urban League Delegate Assembly

WHEREAS more than 60% of all black public school students in the country attend school in a community served by an Urban League affiliate,

AND WHEREAS, the Urban League Movement has gathered to celebrate 75 years of service it is fitting that it pause to develop and support a movement-wide program that will involve every Urban League affiliate in an all out effort to improve educational achievement among black public school students.

THEREFORE BE IT RESOLVED, that:

- o An initiative be implemented in every Urban League city by September 1986;
- o Said initiative will respect the diversity which exists among Urban League affiliates;
- o A Plan of Action be developed over the coming year which will focus on public school students in grades pre K-12;
- o Advocacy to improve the delivery of services from Public School Systems to increase the achievement levels of all black students will continue to be the lynch-pin of educational activities throughout the Movement.

LET IT BE FURTHER RESOLVED THAT:

- o In addition every Urban League will provide supplemental educational services to a specifically targeted group of students;
- o Such services be designed and implemented so that after a five-year period there will be significant, measurable results;
- o The National Urban League and each of its 113 affiliates pledge to use their human and fiscal resources to this effort.

BY THIS ACTION, LET IT BE KNOWN that this thrust reaffirms our recognition that a basic strength of the Urban League Movement lies in its ability to mobilize people to demonstrate concern for people.

FURTHERMORE, this is a call to all black people to assume far greater responsibility for the educational destinies of black youth.

Mr. **Goodling**. Thank you very much, Dr. Robinson. Thank you for being here early also.

Ms. **Robinson**. You're welcome.

Mr. **Goodling**. Has Dr. Hoyt arrived? I see Mr. Shanker has arrived. Do you need a moment to catch your breath or are you ready to participate?

Mr. **Shanker**. I'm ready.

Mr. **Goodling**. Well, Mr. Chairman, I'd like you to know that I said to both the Secretary of Education and the Secretary of Labor that Mr. Shanker may be the leader educator in the country. Now, before he tries to buy a cup of coffee with that, be sure you have 50 cents with you because it will take that, too.

We welcome you here. This is a symposium where you do all the talking. We do all the listening. Hopefully, then, we will be motivated to do more than listening and talking during the next year's session of Congress.

Do we have a vote? I guess we better recess. That will give him a chance to catch his breath. I'll give him the 50 cents for the coffee.

[Recess.]

Mr. **Goodling**. Now, if we can have quiet in the hearing room, we are still involved in a symposium. We have two presenters. At this time, we will hear from Mr. Shanker.

## STATEMENT OF AL SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, WASHINGTON, DC

Mr. **Shanker**. Thank you very much for this opportunity to share some thoughts with you on what's right and wrong in terms of what we're doing in education. I'd like to concentrate on several major items.

First is the fact that basically we do not have in this country a very intelligent system of testing measurement and assessment. We do have one. The national assessment does tell us in terms of very broad scope what we're doing nationally.

I know that we had new legislation which will now permit states to buy in on that. That isn't really enough. It seems to me that it's very important for us to know how individual school districts and schools are doing and indeed how individual students are doing.

Aside from the national assessment, the only thing that we have in this country are standardized multiple choice tests. These multiple choice tests do not tell us anything. For example, typically a district reports that this year 61 percent of its students are above average, but last year 59.3 percent of its students were above average.

We watch that number go up and down like a bunch of idiots. What does it mean? What can our kids do if 62 percent of them are above average? Can they write letters? Can they read a good newspaper? Can they handle an argument? It doesn't tell us anything.

Aside from that, we have something in the schools called curriculum alignment. Curriculum alignment is a fancy word for getting rid of those things in the curriculum that aren't on these tests. Nobody asked the question whether the tests are any good or whether what we're throwing out is more important than what we're keeping.

So we're allowing the tests to narrow the curriculum. Since none of these tests involve writing essays, they all involve looking at five choices—a, b, c, or d—we develop classrooms where the teachers are constantly getting kids to passively try to recognize something instead of actively organizing their thoughts, developing an argument, trying to persuade.

In other words, if you were to think of what you want kids to end up with in an education, none of those are represented in what one finds in multiple choice tests. Now I'm a very strong supporter of testing.

I do not believe the American people should spend hundreds of billions of dollars without finding out what we're getting for our money, both in terms of finding out what we're getting for our money and also figuring out whether we need to make some changes from time to time because we are doing things right or how to find out what is right or wrong.

I think that that is a key issue as long as we don't have adequate information out there. The results of the national assessment are shocking. Only about 3 percent of our 17-year-olds who graduate are able to write an essay or a letter, 3 percent.

If you go to a two-step simple arithmetic problem, I guess not simple because it's two steps, but something like, "Mary Lou borrowed $800 at 9 percent annual interest. How much will she have to pay back at the end of one year," I think it's about 4 percent of the graduating youngsters who are able to do that.

These results are quite devastating but they are kind of anonymous because they are national results. I think it would be very useful and it would get us to understand how significant are the changes that we need to make. So let me move to a second point.

There are two bright spots in education. One is that when you look at these results, you find that there are almost no total illiterates. Second is that there has been very substantial progress on the part of minorities over the last 20 years.

Twenty years ago, there were fewer blacks and hispanics still in school at age 17 than there are today. Twenty years ago, the typical black or hispanic youngster who was in school was eight years behind his white colleagues. Today there are many more blacks and hispanics. You would expect the scores to go down when you had a lot of the previous dropouts now staying in school, but in addition to keeping more of these kids in school, they're doing better. They're only four years behind, which is a tremendous amount of progress.

I, for one, while we can't directly prove it, would say that programs like Head Start and Chapter 1 have had a positive effect. If we were not to limit them to a small proportion of the target population, we would make progress even more rapidly because there aren't any other wonderful——

I mean, there's probably greater drug use today. A family structure that's less put—when you try to look for other reasons why this might have happened, it's hard to find other positive things out there. So that's a second point.

A third point is that there is very, very substantial evidence that the overwhelming majority of youngsters are not able to learn in schools the way they are now organized. That is, most adults can't sit still for five hours and listen to somebody talk and get very much out of it. Most adults can't do that; certainly kids can't.

Now these schools were built at a time when we didn't—that is, this structure was developed at a time when we didn't need very many educated people. In 1940, only 20 percent of the kids in this country graduated high school; 80 percent dropped out. I don't think we had a word called dropout because there was a different world for them to drop into. If we got 20 percent to graduate high school, we said, "Fine. That's enough."

It used to be, when I was in elementary school in geography, we learned that one of the great resources that a country had was a large supply of inexpensive and unskilled labor, when we had the dominance of a factory system.

So things have changed very rapidly. What we need are alternative ways of reaching youngsters. Now a lot of these youngsters who don't make it in school, the fact that you can't sit still and listen to somebody all day long and get much out of it, doesn't mean that you're stupid. There are a lot of people who later are successful. A lot of people who are dropouts or who did not do very well in school turn out to be very good at all sorts of things.

We need schools that allow kids to learn different ways. We were not able to do that until very recently. In the sixties, when they tried alternative ways, it placed such an tremendous burden on the teacher to figure out what to do in five different corners of the room for five periods a day that most teachers could not create good materials. Even the ones that did, burned out very quickly.

Today we've got technology. We've got lots of videotapes that are interesting. We've got computers. We've got audio tapes. We've got simulation games. We've got all sorts of things. There really is no excuse for a traditional classroom dominated by talk which does not work for most youngsters.

Let me point out that even in European schools, this talking system does not work for very large numbers of kids. If you want to keep schools that are essentially kids sitting still and quiet and teachers talking all day long, then you must have tracking. I'm not in favor of tracking. I think it runs counter to what we want to do in public education in America which is to put all kinds of people who are going to live together later in life together in a classroom.

If you're going to talk to the kids, then you've got to separate out those kids who are able to listen to big words and who are able to follow you if you speak rapidly. Think of it this way; there are still some one-room schoolhouses in this country. Now one thing a teacher would never do in a one-room schoolhouse is stand in front of the class and talk to them all day long because there's not much you can say to the first grader and the eighth grader and the fifth grader that will get them to learn.

In a one-room schoolhouse, the teacher might sit with a first grade kid and say, "Mary, play with these blocks and see if you can arrange the letters," and then sit with a second grader and then have the eighth grader help the sixth grader and the sixth grader—have them help each other. If you have a classroom with a wide achievement disparity, that's what you would do.

Yet, in a typical class that we have in eighth grade, you might really have a one room schoolhouse. That is, they are all eighth graders and they are all about the same age. You might have somebody who's functioning at the first grade level, second grade, third grade, fourth, all the way up.

Now if you want to talk to these kids, you really have to separate them out in terms of fast, slow, medium. If you're not going to separate them out—I would oppose separating them out as counter to what the purpose of public education is in this country—then you've got to get away from forcing the kids to learn at the same rate and at the same time and the same way. You've got to take individual differences into account.

Now that leads me to another item and that is that we do not, at the present time, have a system in place or even a great many examples of different ways of doing it. One of our problems is that we've all gone to the same kind of schools. We've all sat there. We listened to the teacher talk. In a sense we feel that because we succeeded that way, why can't the other kids succeed. If only they would sit and listen, everything would be fine.

We need to encourage experimentation with new ways. The secret to success in education is how to get students engaged and involved. Education doesn't occur when people are passive. The easiest thing to do is make believe you're listening. Kids can do that. Audiences can do that.

Kids have to be engaged. Most of them are not engaged when all we have is talk. Just as we're moving over from the old fashioned factory system to new ways or organizing people, even in factories—I mean, the new factories have teams of people. They rotate jobs. It's different than the long assembly line where the isolated person is always doing exactly the same thing.

We need to encourage experimentation and have careful assessments and evaluations of new structures. That will be very difficult to do because none of us—we don't have any models. We're really asking people to invent a new kind of school, one which does not exist.

We need to have encouragement for that. Now that's where, I think, the school choice issue comes in. I think that choice as a method of trying to get schools to improve is not a very intelligent way of doing it. There's no evidence that if you had widespread school choice, that the choice would be on the basis of what's better educationally or would result in a net plus.

I do think that if you encourage experimentation, you have to allow choice because some parent may prefer one experiment rather than another. It's unfair to force a parent to have a child be part of a program that the parent doesn't believe in.

I also believe very strongly that developing new models is very painful. It's a lot easier to come in, sign in, pull out your notes from last year, polish them up a little bit. You've done it before and your comfortable with it. It is not easy to get people to do things that are very substantially different.

I think that we need a system of incentives in our schools, not the old individual merit pay. There's nobody that really has that now. I haven't see anybody that has got any faith in it. I think that what we need are some kind of incentives that would reward an entire school, the faculty of an entire school, not on an annual basis because you can't change an institution in one year.

If you tell people that you're going to reward them for doing things in one year, they're going to do the same things they're doing right now a little faster. If you want to encourage people to experiment and to fundamentally change, they're going to have to make mistakes. They're going to have to believe that they have enough time to make one mistake and two and three and ultimately to find a better way of doing it and to recover.

So you need a good time frame. You'll need a good system of assessment if you're going to base rewards on improvement and achievements because whatever you measure is what you're going to get. If you've got the idiot standardized tests, everybody will spend every minute practicing these tests instead of practicing thinking and writing and things that are much more important.

I think that it is important to encourage everyone to participate and to give that extra effort and to develop some sort of an entrepreneurial spirit in terms of trying new things, to have some stakes, the kinds of—we're moving now, many schools, towards school-based management and decision making; that's all fine.

The decisions that one makes when nothing is at stake, those decisions are quite different then when something is at stake. In other words, if nothing is at stake, then I don't want to offend my coworkers. The chances are that the only thing I'm going to agree to are those things that are matters of consensus.

On the other hand, if something is at stake, some sort of substantial award at the end of a period of time, then I think we're going to take it much more seriously. We'll probably be willing to take more risks, although prudent risks because we don't want to end up with the whole thing in shambles.

Now I would say that a system that encourages some form of cooperation within the school and competition among schools would be healthy provided that every school has an opportunity to win. I am not proposing a system in which the school with the best scores at the end of the period time wins. If the school with the best scores this year has the same kind of achievement five years from now, they haven't moved that school at all. I'm talking about recognizing and rewarding schools that make substantial progress.

So you could have a school that's rock bottom right now that brings the kids from rock bottom substantially up, that school would win; whereas, the school that started on top and remained on top and didn't move at all would not win. In other words, I'm talking about rewarding added value and not rewarding just being where you are right now.

I think that these are the key features of a program. You need an intelligent system of assessment, one which helps you to—every system of assessment intervenes in the system. There's no such thing as an independent thermometer. Whatever thermometer you stick into the educational system is going to change the way the system works.

Standardized tests get people to narrow the curriculum. They get people not to get kids to write essays because there are no standardized essay examinations. They get them to be accustomed to this passive type of learning, but you need a good system of assessment.

We need to fully fund those programs that have been targeted at minorities and the disadvantaged because the evidence is pretty good that they've worked. We've made some very good progress. Let's make more of it and let's make it faster.

We need to encourage experimentation and ways of engaging children, different ways of organizing teachers outside of self-contained classrooms, team work among teachers, team work among kids, use of technology, use of volunteers, use of interns and residents, outstanding college students who are willing to give some time.

We're going into a period of time now where we're going to have—we're approaching a tremendous labor shortage. There is absolutely no way in the years ahead—there is absolutely no way for us to fill 2.4 million classrooms with competent teachers.

We're not producing that many people coming out of college that can read, write and count. If the schools got all of them, and if we didn't send any to medicine or nuclear physics or Congress or law or dentistry or any other field, if we decided that all the people who can read, write, and count go into teaching, we still wouldn't have enough.

Therefore, we need a different system because the self-containing classroom will doom millions and millions of kids to be locked in a room with a person who should not be in the room with them. We need to move more toward a hospital type of model where there are doctors and there are nurses and there are paramedics and there are X-ray technicians and there are volunteers and there are interns and residents.

We've got to make sure that every youngster has an opportunity to have access to somebody who is really an outstanding teacher. You're not going to get 2.4 million of them. We don't have them. So we've got to get ourselves out of the mindset that a school looks like a building that's got 122 rooms in it. You send those kids into 122 rooms and put a teacher in each one. As long as we have that notion, we're doomed. It's not going to work.

It worked at one time when we were getting 20 percent of our kids graduating high school and about 6 percent were going on to get an education beyond that. We had enough people waiting in line for teaching jobs in those days, and we were getting people from the top 5 or 6 percent. It's not true now. It's not going to be true in the future.

Just like in any business or industry, you can't deny reality. If you're in business today and you think you can run a company and you're going to get the same number of engineers or mathematicians or you're going to get the same number of machinists and tool and dye makers five years from now as what you can get today, you're wrong.

Those businesses are going to have to adjust. They're going to have to figure out different ways of organizing their normal business. It seems to me that that's something that ought to be on the front burner. We are not going to be able to do business as usual.

The business as usual that we've been doing in the schools has shown that our current school structure is a failure. You can get more teachers to stand in front of the room and speak better, maybe, but that doesn't help you with the majority of the kids who can't listen for that long a period of time.

We need a fundamental rethinking. Essentially, we need a system which encourages intelligent experimentation, which does honest evaluation which will allow us to keep the things that work and dump the things that don't work and to get people to really be entrepreneurial and to put the kind of effort—and it's not just effort. It's not just sweating time. It's breaking a lot of traditional rules and relationships and barriers. To get them to do that, you need a system of incentives.

Thank you.

[The prepared statement of Al Shanker follows:]

November 13, 1989

TO: U.S. House of Representatives
Committee on Education & Labor

FROM: American Federation of Teachers, AFL-CIO

Attached are several speeches and statements of AFT President Albert Shanker outlining the union's program for school improvement and a critique of the problems of our existing school system.

At a later date, these materials will be condensed in a statement for the official hearing record.

opeiu#2/aflcio

# "ASKING THE RIGHT QUESTIONS"

Delivered by Albert Shanker
President, American Federation of Teachers
at AFT's QuEST '89

July 21, 1989
Washington, D.C.

You are, in a way, the easiest audience for new and somewhat radical ideas — and, in a way, the most difficult. You are people who take ideas seriously; most people in education don't. You're people who've created new ideas; most of you have stuck your necks out — you've risked and experimented. So it's easy to stand before this group and come up with something new because that's what you're doing all the time. But you're also a difficult audience because you have tried very hard and in many cases you've got a lot to show for it. Many of you are from districts that we have read about — or will read about soon. So you're likely to feel that we don't have to talk about how to make radical changes in schools — that if other people elsewhere just do what you're doing, a lot of very significant improvements can be made without any radical change.

And it's true that significant change is taking place. Five years ago, very few people were talking about restructuring, and fewer were doing it. Now, many more are and will be. But "restructuring" has also become one of those buzz words; to show you're with it, you have to say you're restructuring your school. For the most part, it's lip service; probably 99 percent of the people who say they're restructuring their schools are lying. For the most part, what's called restructuring is nothing but the old status quo dressed up with a new word and maybe a few different procedures. A meeting like this about school restructuring that attracts 4,000 people might seem like a sign that the whole system of public education is about to change. We look like we're part of a mass movement. We've come from all over the country and all kinds of different places. But when you start counting the 16,000 school districts in this country, and 100,000 schools, and you ask, "In how many of those places is anything significant happening?" you see that real change is practically nonexistent. The number of schools and school districts that are restructuring is very small.

So the question that I want to address today is how can we turn the scattered efforts to transform our schools into a mass movement? We know restructuring can happen in school districts where they have a wonderful union leader and a wonderful superintendent who have been working cooperatively, as well as a supportive community. But how can we make it happen in places that don't have all these things going for them? How can we get ordinary people — not the superhuman types, the heroes, but ordinary people — to do the right thing? That's a job that almost any system has. It's not a question of finding exceptional people. You can always find a few exceptions. You know — the people they make movies about, the ones who work miracles. But watching a miracle worker perform isn't much help unless the person can show us how to do it. So the question I'll be dealing with is whether there is a way we can turn school restructuring into something that everyone can do — and can carry on. Because continuity is also part of the problem.

Even in places where steady change is taking place, I wonder about the future of some of the things we are doing. What will happen when the superintendent leaves? What will happen when the school board changes? What will happen when the union leader leaves? How deeply are the changes rooted? How much are they institutionalized? And how much are they the result of a fortunate set of circumstances that will be with us for a while and then will end up as a historical footnote about this noble experiment that took place towards the end of the 20th century?

My own experience with trying to bring about change has been something like one of those old preachers who used to go from town to town. They'd get a lot of people at a meeting and talk about the wages of sin and give them a picture of the lives of those who abandoned sin. At the time, everybody in the audience would be enthusiastic and a believer; they'd all be thinking they weren't going to sin again. But when the preacher comes back the next week, he finds they've all gone back to their usual ways.

I know that all of you who have tried and who are trying — and even those of you who are very successful — know how hard it is to bring about change. You know how many people you've got to talk to and the compromises you've got to make — and you know how much it takes out of you. So I think the issue of how we can get large numbers of people to do this is a key issue.

Now, before I go into the substance of how we make change stick, I've got to discuss, to stress, something many of you have heard me talk about before — the abysmal level of student achievement in our schools. I have to do it again and again because I have a feeling that one of the main reasons there isn't much change in our schools, the reason that we — unions, school boards, superintendents, teachers and others — are not moving faster and moving more radically is that we don't really know or want to know or don't believe how bad things are. We tell ourselves that things are bad only in those places with at-risk kids, so all right, let's do something over there. And if things can be shaped up a little bit here, let's do it. But why change the entire system unless we have to? That's the way people are, they don't change things unless they feel they must. So it's important that we know intellectually — and that we have a gut feeling about -- how urgent and how bad this problem is.

Looking at results for 17-year-olds on the National Assessment of Educational Progress (NAEP) should give us that sense of urgency. Remember, I'm talking about 17-year-old kids who are about to graduate from high school. The dropouts have dropped out, and we now have the 70-75 percent who are still there. More than half of them are about to go off to colleges and universities. So these are the successful kids.

The assessments divide students into four or five categories: In the bottom category are the people you might call totally illiterate, totally innumerate. And the good news in American education is that we have almost none of those; most people can read some words and they can handle some numbers. In the next two categories are people who have mastered the basics. They can follow some simple written material, answer some specific questions about it and make some generalizations, but not much more. They can add and subtract and multiply and divide whole numbers. The good news here is that the majority of in-school 17-year-olds can perform at this level, a level that corresponds to what we used to think of as late elementary school or maybe 7th-grade work.

The fourth level is what the national assessment usually calls "adequate." I wouldn't call it adequate — and I don't think you would — but, after all, the national assessment is funded by Congress, and if they gave this level some sort of a bad name, a lot of people would be after them. Achieving at this level means writing a simple one- or two-paragraph persuasive letter that deals with a single idea like convincing someone to hire you. It doesn't have to be perfect; it can have some spelling errors in it and some grammatical errors. Yet only 20 percent of these 17-year-olds can write this kind of letter. In math, being adequate means being able to compute with decimals, fractions and percents — something you should know way before you enter high school. Yet only half of the graduating, "successful" 17-year-olds can do this kind of math.

The top category is the one where you can understand a piece of technical writing or something like an editorial in the New York Times or the Wall Street Journal; you can write a good letter of a page or two talking about yourself and why you should be hired, or about something else; and you can solve a multi-step verbal problem in mathematics — nothing very complex, nothing required, really, except some algebra and arithmetic, but you can read the problem and carry out the steps to solve it. So, what percentage of kids reach the highest level in the United States? Only about 6 percent can do a math problem like the one I described; 4 percent can do the writing sample; and 5 percent can read a piece of writing comparable to an editorial in a good newspaper. That's it — 4, 5 or 6 percent of those 17-year-olds who are still in school. And the results are no better for science, history or literature.

How does that compare with other countries? I'm not going to deal with Japan because that's a different society, a different culture. Let's talk about other democratic, industrial countries like England, France, Germany, Holland, Belgium and Sweden, that have cultures similar to our own. They don't have a national assessment like ours, but they all have either national or provincial examinations for entry into college. These are much harder exams than our own. Some of them take days. They involve essays, problems in math and science — they are hard. Every single kid who does well enough on these exams to get into college in those countries — and some who don't go to college — would be in the top category of the National Assessment of Educational Progress, probably even higher.

How many is that? Well, in Great Britain, where they have the smallest percentage, 15 to 17 percent of their students pass examinations more difficult than the NAEP as compared with our 4 to 6 percent who attain the highest level in the NAEP test. In Germany it's about 27 percent. In other words, these other countries produce at least four or five times as many students at the highest achievement levels as we do.

Now, let's look at only one implication of these countries' performance, the issue of teacher quality. Every teacher in Germany comes from a group of students who perform at the level of the top 4 percent of American students. That would be like having all American teachers — not some, but all — coming from our top 5 or 6 percent of students, the ones who go into nuclear physics, medical research, to name but two fields.

Many Americans are very satisfied with their schools because they see their children going on to college; 55 percent of our high school graduates do, whereas by European standards, only about 4 to 6 percent would go. But people compare their kids with the kids down the road and the kids next-door, and they feel that their kids are doing a little better than the neighbor's kids — and that's as far as they go. They don't realize that their kids are going to college only because the colleges don't have any standards. They don't stop to think that if we followed European standards, few of their kids would see the inside of a college. And they don't see that the overwhelming majority of our students who go to college are getting their elementary school, junior high school and high school education in college. That is what we have to internalize. That has to become part of our gut understanding about the necessity for change.

When European countries unite in 1992, they're going to form a single economic bloc and we're going to face competition from a United Europe in addition to what we now have from Japan, Korea and Singapore. We're also going to have to deal more with Canadian competition. I want all of us to think about what is about to happen to our future as a country if education systems in other countries produce as many as 30 percent of students who can function at a level where maybe 5 percent of our students can function. We have to ask ourselves how long our country will tolerate it — and how long we can survive. We need to start with the understanding that what we have now can't continue. And the longer it continues, the heavier the price we will have to pay.

It's like borrowing: While you're spending the borrowed money, you might feel pretty good. But when you start paying back, the more you've borrowed, the longer it takes to set it straight. And that's true here, too. The signs that something is going to change are clear. And I hope enough people in education out there will see them because fear is a great motivator. If you don't think so, just look at one of the American Express television ads.

In recent years, the country has moved to deregulate various industries. We saw airline deregulation and the deregulation of telephone service, just to name two. And we heard too that people should be allowed to innovate. But during this time we had a big book of regulations called reform thrown at us in almost every state. And the message was: "Even though we think everybody else can do a better job if the government doesn't tell them what to do, we'd better give people in education very careful instructions or they'll get it all wrong."

But now we have many other signs that we'd be crazy to disregard. Last year, the state legislature of Illinois passed a bill to reorganize Chicago's schools. Similar proposals are being considered for other big cities like Detroit and New York City. The Chicago reform sets up boards of education for every school in the system — boards with a parent majority. These boards will have the right to hire and fire principals, who will be employed on three- or four-year performance contracts. This means, of course, that boards will be able to tell principals, if the principals want to keep their job, what the curriculum should be, what books to use, which teachers should be spotted for removal, and so forth. These boards with parent majorities are a signal that our present school boards, administrators and professionals are not trusted to run the schools.

And then there's the choice movement. And what is that saying? It's legislatures saying to parents, "Look, we told the professionals and the school boards what to do, but they'll probably muck it up. So the least we can do is give you the right to get out from under and go elsewhere to rescue your kid. And maybe if you all leave, that'll shape them up." I don't think it will work that way, but that's the message of this choice movement.

And then there's educational bankruptcy legislation permitting state education departments to take over school boards and districts. That's another sign. The movement for tuition tax credits is also gaining more popularity — though more at the state than the national level. Wisconsin will have a major move for vouchers this year supported by the governor, which will include vouchers for nonpublic schools. Kansas City has a new court case asking for vouchers for black kids to attend private schools. And don't bet any money that the current Supreme Court will take the same positions on the separation of church and state that previous Supreme Courts did.

Another alarming sign is coming from Margaret Thatcher's Great Britain, where the parents in any state-run school can vote to remove the school from the public system and operate it as a parent-run, publicly funded private school. That reform took place in England last year, and I can tell you some Republican governors expressed a favorable view of this reform at the Republican Conference of Governors in Denver last year. By the way, once a school has "opted out," the board of governors the parents elect has full control; no other legal or contractual or other relationships are in force.

A recent, front-page article from the Wall Street Journal (June 27) suggests that businesses discouraged by the lack of good results are rethinking their aid to public schools. Some now seek broad change — like year-round schools and contracting out teaching. Business may even run their own schools. A Chicago coalition of 50 companies has already opened a private, tuition-free, inner-city school. The sponsors have pledged to show the same amount of money as the public schools do but with much better results.

A number of months ago, a former vice-president of IBM, Jack Bowsher, who had been in charge of IBM's internal education programs, spoke to the AFT Executive Council and gave us a picture of how business would view what's needed in education. He told us that if the folks at IBM had a factory that was producing computers, and if 30 percent of the computers fell off the assembly line while they were being manufactured and 95 percent of the computers that were produced didn't work most of the time, the last thing in the world IBM would do would be to run the assembly line another month a year or another hour a day. Their move would be to rethink the whole process.

And that's what we need to do. Otherwise, we'll end up like the frogs in an experiment I heard about recently. If you put a frog in a pot of cool water, the frog will enjoy it. If you start raising the temperature, the frog will say, "Gee, it feels nice and warm here." And if you just keep heating up the water slowly, until it reaches the boiling point, the frog will never jump out. It will be boiled to death, without realizing there's any danger because the frog will have slowly adjusted to the changes in temperature until it's too late. And that's the spot that we in American public education seem to be in.

None of these threats to public education is happening very quickly. But the heat is being raised in Chicago and it's being raised in Chelsea, Mass., where a school board has decided to turn over a public school system to a private institution, Boston University, for a period of ten years. What is the message of John Silber, Boston University's president? He says school boards are corrupt and incompetent and that the union and the school management don't care. Silber says the way to run schools is to give them over to a tough guy like him, who won't bother with open meetings or be subject to conflict of interest laws or comply with public interest rules. He's going to show everybody that if you hand over a school district to somebody who has dictatorial powers, that person can really get results for you. Silber's interest is not Chelsea — he first tried to take over Boston and other school systems — he's really interested in showing us that the way we run our schools is fundamentally wrong. Just get rid of the school board and the public interest laws, push the unions out of the way and put somebody in there who can get the same powers as somebody who owns a business. He'll shape up everybody. Well, we're either going to jump while we feel the water getting warm or we are going to become frog soup.

So, let's talk about bringing about change. Teachers and administrators, school board members and state superintendents — everybody resists change. But schools are no more resistant to change than any other institution in our society. People don't change unless they have to. And they usually make the smallest change that will keep them comfortable. You can understand that. If I'm a teacher, I have a certain set of books, a certain set of lessons, a certain set of tests and all sorts of projects that I do with my kids — things I've developed over a period of time. Then, somebody comes along with a totally new method. I know what I'm doing now, but I don't know if I'm going to be able to adjust to the new system, and I don't know how long it will take for me to be as good at the new one as I am at the one I've developed over the years. I also don't know if all that work that I'll have to put in will be worth the difference. I don't even know whether this new thing has been researched by anybody or whether it's just the product of the latest superintendent trying to get his name in the newspapers for being innovative. So by nature and experience, there is an awful lot of resistance to change. The question is what can we do to bring about substantial improvement.

The history of collective bargaining gives us a hint. We had collective bargaining in a number of places before there were any collective bargaining laws. And we probably could have gone on like that forever: Wherever we had a strong union and strong union leadership and management that was willing either to agree to collective bargaining or could be pushed into it, we'd have had collective bargaining in these places. But how much collective bargaining would there now be if we'd done it that way and hadn't pursued collective bargaining systematically? Much less. We got collective bargaining because we created a system, a system through law, which changed everything. It spread collective bargaining to places where it otherwise would not have taken root, and now teachers in half the states in the country enjoy collective bargaining.

The question is what kind of system can we create now to institutionalize school restructuring? Because we can't wait for change to happen place by place, we need to create a system that will make mass change happen.

I think the answer is to adapt some of the principles that inform our economy to our schools.

For many years, throughout the world, two philosophies about how to make people work effectively have competed with each other. One of those philosophies, the free market or capitalism, is what we have in this country. The others are the command economies — we know this system as communism. Command economies are planned from above. An economist from such a system might compare his system and ours in terms like these: "If you control things from above, you don't have a lot of waste. In a market system, you'll have eight different outfits making competing automobiles. Some of them won't be any good. There's a lot of waste — wasted effort and wasted materials. A free market system can't work. In a command economy, everything is planned, directed and coordinated by the government, and certain people do certain things. This eliminates waste. Everybody is paid pretty much the same, and this eliminates the injustices you get from some people earning a lot and others earning less."

The debate over the merit of the two systems went on in many countries, including our own. But we live in a fascinating time in world history, when it seems that this debate is turning into a chorus of approval for the market approach. The leaders of the communist countries who said you don't need economic incentives to get people to work — they're all standing up saying, "We were wrong. Our command systems don't work. They don't produce anything." Because no matter how much you plan from the top, no matter how many accountability systems you create, no matter how many inspectors you put in, no matter how many little award programs you set up to recognize outstanding workers — no matter how many people you send off to the gulag as punishment for not working hard enough — the system doesn't work.

Russia will produce less wheat this year than it did in the last year of the czar. And I'm not asking for a restoration of the czar — my parents came this way. But it doesn't work. And they are now all calling for perestroika — for restructuring. Look at the farmers in China who couldn't feed themselves. But ten years ago, when the party bosses said to the farmers, "All right, you keep what you grow; you keep the wheat, the rice and the tomatoes and just pay a tax on it," all of a sudden a system that didn't produce anything produced enough to feed all of China and parts of the rest of the world, as well.

A market system has a lot of problems, but in the long run it gets people to be innovative, it gets people to be entrepreneurial, it gets people to be creative. I'm not saying the only thing people ever think about in life is money; there are other important incentives. But I am saying that no system really works where money isn't one of the major incentives.

What does that have to do with encouraging school restructuring? With how we can change our system so we produce results that are substantially better than the ones we are getting today? If you believe, as I do, that our schools operate like a command economy and show all of the defects and limits of command economies, then the rejection of command economies by all these countries has much to tell us about changing our schools.

And so I have a few ideas about putting some of the market forces I've been talking about to work in our schools and using incentives for students and teachers. They are not perfected ideas. In fact, I'd call them educated guesses, but I'm very committed to them. When they're criticized, modified to some extent and tried out, I believe they'll work. And if you don't like the incentive system I'm proposing, then come up with a substitute. But remember, we do not have a choice of keeping what we have right now. The choice is John Silber, tuition tax credits, parent boards, radical privatization on the one hand, or something else that we'll have to come up with on the other. And it should be a powerful enough model to sell, perhaps to the president of the United States, perhaps to Congress, and if not there, to governors or to local communities and to businesses.

First: student incentives. Many reports and the experiences of a couple of million teachers tell us that most students do not work very hard. The exception is the 5 or 6 percent going on to elite colleges. Students are bored; they're disengaged; their biggest question is, "Do I have to do this in order to pass?" Why is that? Are they more stupid than students used to be or more stupid than European or Japanese students? Are they lazier? I don't think so. And most of them do not lack parents and teachers who tell them, "Work hard, study, and that will mean something to you later on in life. Look what you'll be able to do. Look what your uncle did or your cousin or that person we saw on television."

But you know something, kids are just like adults; they do exactly what they have to do in order to get what they want — get a job or go to college. And they're smart. Kids know they don't have to do anything to get into college except graduate from high school. Once upon a time, when colleges required foreign languages for admission, kids took foreign languages. When they required a certain level of proficiency in mathematics, kids attained that proficiency. Now that most colleges don't require much at all besides money, kids are not becoming proficient.

Kids who are going into the work force right after high school know the same thing. John H. Bishop ["Why the Apathy in American High Schools," Educational Researcher, Jan.-Feb. 1989] pointed out that the diploma matters to them, but nothing else does. They know that the only thing an employer will ask is, "Did you graduate from high school?" But it makes no difference to the employer whether that kid attended school regularly or not. That employer never asks the school how hard the kid worked or whether the kid took three years of mathematics and a year of physics and a year of chemistry or a whole bunch of soft courses. And the kids know that. They know as soon as they go out to get a part-time job at McDonald's. McDonald's doesn't ask them about their attendance record or how well they're doing. McDonald's doesn't ask them for a letter of reference from their teachers. McDonald's just says, "Come on in and work." And the kid who is a straight-A student gets exactly the same salary as the kid who is flunking all his courses.

We're teaching our kids that school doesn't count. And when they leave school to get a permanent job, they have exactly the same experience. Employers do not ask for high school transcripts; they do not first give jobs to those students who worked hard and did well in school. And if you were an A- student and you're hired the same day as somebody who did almost nothing in school, you'll both get the same kind of job and the same kind of salary. So students learn there is no connection between being good in school and getting a good job and good pay. And just in case some kid doesn't get it, his friends will tell him, "Hey, why are you doing your homework? Are you a nerd? You don't have to do that. It doesn't count for anything."

There's another hiring pattern in this country that intensifies the problem. James Rosenbaum, a sociologist at Northwestern University, points out in a paper for the Department of Labor ["Empowering Schools and Teachers: A New Link to Jobs for the Non-College Bound"] that many companies that offer the best jobs don't hire high school graduates until they're 24 or so. They want kids to sow their wild oats with other employers. This, too, serves as a disincentive to high school kids because it forces those who have done well in school to compete for the same poor jobs as kids who've done poorly. And these businesses, if they would hire people right out of school on the basis of excellence in school, would get themselves some very good employees and provide an important incentive to students in school.

I go to a lot of business meetings, and people in the business community often ask me what they can do to help schools. The answer is they can do what businesses in many other industrialized democracies do. In England, in France and Germany and Holland and Belgium, if you did well in school, you're the first to get the apprenticeship or the job. And if you did well in school, you'll be started at a higher salary than a mediocre student, not at the same salary. Every mother and father, every teacher, should be able to tell students that working hard and achieving will get them a better job and get them a job sooner.

Our business community needs to do the same thing. They need to go beyond adopt-a-school programs into a firm and long-term partnership with high schools. And the American Federation of Teachers intends to encourage businesses to do so. We intend to meet with the National Alliance of Business, with the Business-Higher Education Forum, with the Chamber of Commerce, with the Committee for Economic Development, with the Business Roundtable and with the unions. And we'll tell them, "Look, you're complaining about the kids you're getting — about the fact that they don't know any math, that they can't read, that they have poor work habits. Well, you can help. You can sign an agreement with our schools to hire people on the basis of how well they did in school, taking into account the recommendations from the teachers that those students had. You can help restore the authority of teachers in this country by allowing teachers to call you and tell you about outstanding students and their job qualifications.

"And you can be public about it. Put out posters. Put it on your stationery, just as you would say you're equal opportunity employers." Why not say you're an "excellent-student employer?"

The schools' role in the system will be to provide employers with information that is accurate and timely, transcripts, for example. But how many high schools could get a transcript to an employer within one or two days? Three weeks is probably more like it, but an employer isn't going to wait three weeks to hire somebody. And when the employer finally gets the transcript, can he understand it? Schools will have to get as reliable about providing transcripts for employers as they are about providing them for colleges. They will have to rethink their transcripts so they provide information employers need and in an easily understood form. And they will have to learn to provide them within a very short period of time.

Schools will also need guidance counselors who would be in charge of linking students with employers. And to make sure they understand the world of work, these counselors should be selected with the help of the business community. That's what was done in a few schools working with the Boston Compact, and it should be done all over.

The result will be a system where every student who is not bound for college knows that his effort, his habits of work and his actual accomplishments in school will mean the difference between being the first or last to get a job and between getting a job that's low-level or one that's more interesting, that pays more — and that leads to something. Such a system would have a tremendous impact, and we will explore with the business community both voluntary and governmental ways to establish it.

I should point out that this system will be especially important for minority students. As we all know, there is still a lot of discrimination out there. Many minority students have felt that, even if they did well in school, they would be the last to be hired. And that feeling has turned them off from making much of an effort. All this is about to change. We are entering a period when we will have a tremendous labor shortage, one so severe that employers will not be able to turn down applicants just because they don't like the color of their skin or their ethnic background. If these applicants are qualified, they will get promoted, have opportunities. If not, they will languish in dead-end jobs. We need to get the message to minority youngsters that the world is changing and that, if they have the skills to fill the jobs, they will get them. The system I've been suggesting here will help convince minority students about the importance of doing well in high school.

Now I'd like to talk briefly about the colleges and their relationship to this. I think that no one should enter college who is incapable of doing college-level work. That happens all the time now, and because kids know they can get into college no matter how poorly they do, they don't do much. Every mother and father and teacher in Japan, Great Britain, France, Germany, Holland can say things to students that we can't honestly say: "If you don't learn this, and if you don't do this very, very well, you will not be able to go to college." I think we ought to be able to say that, too.

I certainly am not calling for going back to a time when 5 or 10 percent of high school graduates went to college. That isn't the point. We want to make college open to everyone. Right now, unfortunately, it's open to everyone who can afford it. The main thing that keeps people out of college today is that they don't have the money to go. We should get rid of a system that keeps kids who are not able to afford it out of college. Any kid who is able to profit from college ought to be able to go whether he can afford it or not. But college is not the place to get your elementary or high-school education.

Now, I don't want to abandon the kids who do not go on to college. They should have a lifetime sum of money where they can continue their education and continue to develop their skills. It should be possible for them to qualify later to enter college. But the possibility of going to college is an extremely important incentive for youngsters, and it doesn't work very much anymore. Except for those who go to elite institutions, most kids now know that the standards they have to meet to get into college are not very high and they meet those minimal standards, and that's it. Students need to know that they have to do more than that to get into college. And then they'll do it. Colleges shouldn't be allowed to admit students unless they have met certain standards.

Another advantage our competitor countries have is that their national or provincial education systems give them a defined curriculum. Teachers know what needs to be taught and what's tested; their students know what's expected of them. But we as a nation haven't sat down to figure out what students should know and be able to do. We have a fragmented system in which 50 states and 16,000 separate school boards separately determine how much and what kind of math and science a person gets and what the curriculum and textbooks are. To the extent we have a national curriculum and standards, they are what the private textbook and testing companies set. And because they're in the business of pleasing their customers and their customers have a hodge-podge of interests and demands, our standards are very, very low.

Our teachers are therefore given huge course syllabuses, which contain much more than a class can possibly cover. Teachers who try to follow them faithfully find they're simply stuffing facts into students' heads. That's no good, so teachers must select. But select what? What are the main ideas that are essential to cover? What should students know and be able to do? There probably isn't a teacher around who gets that kind of guidance, even though teachers' work in the classroom is now being minutely regulated and prescribed by others. If we have no national goals, then we have no central ideas about what every student needs to know, and teachers have no basis for selecting which topics they must cover and which ones are optional. Teachers should be free to exercise judgment about methods, but we need to agree about a common core of knowledge.

Another major difference between us and these other countries is that we use multiple-choice tests to assess proficiency and they use lots of essays and problems. Students being prepared to answer essay questions get a very different kind of education, a better education.

We had these same kinds of problems with standards for teachers and teacher testing. To solve it, the National Board for Professional Teaching Standards was established, which is putting together the teaching knowledge base and developing standards for what proficient teachers should know and be able to do. Why can't we do the same for students? Why not establish a board to set standards for what students should know and be able to demonstrate in various fields — English, math, science, social studies, art, music, and so forth — and create new assessments to test how well students meet these standards? Then, students who sat for these national exams — they would be voluntary, of course, and students could take as many or as few of them as they wished — could say, "I am a nationally board-certified student who has achieved in the following fields." I think millions would want that kind of national recognition, especially if it were valued by employers and colleges.

The tests would be voluntary, but they would have a tremendous impact on what schools would teach. The reputation of schools and districts would be on the line. Schools work hard to get their students to do well on tests when they know students' scores will be compared with the scores of their peers in other schools — look at the way schools struggle to raise student grades on those idiotic standardized tests that are out there now. But this student assessment would include essay questions and not just multiple-choice. It would involve oral presentations, portfolios and demonstrations. Schools teaching to those kinds of tests would be very different from the ones we now have.

National goals for students and intelligent exams testing those goals could bring about significant improvement in student achievement by giving students some well-defined incentives. We can say to them, "What you do in school counts. If you don't meet certain standards, you're not going to go to college. If you do meet those standards, you will, regardless of money. So work hard and we'll help you." We can say the same thing to those who are not going to college: "The courses you take, the grades you get, your work habits, your relationships with your teachers and your fellow students — all of these things also will determine what kind of job and salary you get when you graduate from high school."

Now, let's get to the tougher question of incentives for teachers, and, indeed, incentives within the entire educational system. People have been playing around with this idea for a long time, and their theory was right; it's just that the way they wanted to execute it was wrong. Look at the idea behind merit pay, for example. Some people, of course, wanted merit pay so they could reward their friends and punish their enemies. But a lot of people said, "Look, you need incentives in the system. Unless you have financial incentives, most people will not be as motivated as they could be." That general proposition is correct even though the way they tried to create incentives was wrong.

People who are talking about choice plans today are doing the same thing: They are trying to create incentives. They're saying, "Hey, if a given school is really lousy, and if all the kids' parents pull the kids out, that's going to create a problem for the faculty there. Maybe the faculty will try to promote greater changes if they're about to lose all their customers." There's nothing wrong with that reasoning.

There are problems with choice. For instance, will parents move their kids mainly on educational or on other grounds? But there's nothing wrong with the basic notion that incentives and disincentives change people. We can reject traditional merit pay and some specific choice proposals because they're totally flawed and at the same time recognize the validity of incentives. It's easy just to say no or point out problems with an idea, but we need to propose some better way of providing the incentives and disincentives that these schemes offer.

For example, when Boston University made its Chelsea offer, we went to a lot of wonderful people and asked them to help us. We said, "It's terrible to turn over a school system to a private entity that insists on doing away with basic democratic rights, rights of public access, of disclosure and participation." Most of them agreed. They told us they didn't like giving up all these things any more than we did but that the kids in Chelsea were getting such a lousy education, they were ready to accept anything. We in public education are about to bring the American people to the point where they are going to take some desperate measures — not because they like them but because they decide there's no other choice and they can't allow kids to be sacrificed any more.

So when President Bush announced his $500 million per year merit schools plan, I was encouraged because he didn't talk about merit pay, but, instead, about a merit schools plan; he seemed to be talking about incentives for system-wide change. In fact, I liked that term because when Florida was involved in a merit pay fight, our own people — Pat Tornillo and our state federation, Florida Education Association/United — actually helped to develop a Florida merit schools plan, which still is in effect and which was in many ways the forerunner of the school-based management and shared decision making that we see in Dade County. But it seems that Bush has nothing more in mind than one of those recognition programs where, you know, a committee — or some state officials — look around for schools that seem to be doing well, and those schools get a plaque and a little bit of money.

A program like this won't do any harm, but it's not going to bring about any major change, either. The President's plan will recognize 1,520 teachers each year out of 2.2 million. But I believe that any management book will tell you that in order for an incentive plan to work, the prize has to be big enough to be worth the effort. And people have to have a fairly decent chance of getting it. I mean, you might pay a dollar or two for a lottery ticket when you have practically no chance of winning the $3 million prize, but you're not going to change the way you work — and your whole life — because of it unless there is something wrong with you. So you need a prize that's big enough and you need a fairly good chance of getting it; otherwise, many people simply are not going to pay attention. President Bush has the idea of incentives — just like the choice and merit pay people do. But his plan isn't going to move the system.

However, President Bush could take certain elements of his plan and reshape them — and then he would have something that would give him the place in history he has said he wants as the "education president." He would be able to radically transform and vitalize America's public schools and turn them from a bureaucracy, a top-down, Soviet-like command system, which clearly isn't producing results, into a competitive market system that will unleash the energies and the talents and the genius of all the people who are in it.

How would this work? Right now, President Bush could say that the $500 million a year is enough to give every teacher in the country $250. Well, that wouldn't do very much. Now, we would take it if he gave it to us, but I wouldn't tell him that it was going to accomplish very much. On the other hand, let's just suppose for a moment that we are going to give that money — we'll find some fair way of doing it — to all the staff in 10 percent of the schools. If we did that, we'd have about $2,500 per school staff member per year. That's not bad.

But I don't want to give anybody a prize after one year. One year is not enough time to rethink what you're doing in education. It's not enough time to change your habits and try something new because, chances are, when you try something new, it won't work and you'll have to try a second thing, which also might not work, and a third thing. So by the time a year is over, you might have tried three things that didn't work and you'd be in the same shape as if you'd continued doing what you were doing in the first place — which also doesn't work. You need a long enough period of time so people feel that, "Hey, I can take the first period of time and try things — experiment, listen to people, go to QuEST conferences, bring some of these people with interesting ideas to our district, get people to try little experiments in one part of the school, and so forth."

So let's take that $2,500 available each year and, instead of spending it each year, let's invest it — not in a savings and loan association — but someplace where it earns interest and is safe. And after five years it will be $15,000. That means all the staff in 10 percent of the schools will get about a $15,000 prize after five years — a minimum of $15,000 — and I'll talk about why it's a minimum in just a moment.

The goal will be to have schools enter this merit schools competition as a team that is trying to bring about the maximum possible improvement in student achievement over the five-year period. After the first five-year period is over, we'll start again — there'll be another five-year period, and so on. We'll set up the competition in such a way that a school's chances of winning are not affected by how well or poorly its students are achieving at the beginning of the five-year period. The point will be value added, how much improvement a school makes, so every school will have an equal chance of winning. The school where, right now, the whole place is falling apart will not be competing against the top schools in the country. It will be competing against other schools like itself. All of that can be worked out.

The next thing we'll have to do is set up an assessment process. We may have to create a new one or we can take some worthwhile existing assessments that aren't exactly what we want but they'll do until we can do better. The assessment should concentrate on real things, things that we value like the ability to read a decent book, to write, to engage in a discussion of an important national or international issue, set up and solve a physical problem and show the mathematics behind it. These should be things that involve thinking and doing, not just answering multiple-choice questions. And the assessments should take place only every five years, and it may even be done on a sampling basis. These issues will have to be worked out, and they are solvable. But unless we get the assessments right, we'll get the incentives wrong;

people will be working towards the wrong things, the same narrow tests we mostly use today.

Here's one way the merit schools plan can happen. The President gets on television and tells the country about his vision of perestroika in American public education, a competitive market system within our schools. And then he'll remind people that presidents and the federal government don't run American schools; states and school boards do. He'll say that he's prepared to create this $500 million per year fund for the merit schools competition, and he'll also set up the group to do the assessment. And after he lays out the plan and talks about the $500 million per year fund, he'll urge people in every community in the country — parents, teachers, administrators and business people — to ask the school board and the union in their school district to ratify participation in the competition. Nobody goes into the competition except voluntarily, and they can enter only if the school board and the union agree.

What's involved in ratification by the board? Well, there is no point in setting up a competition to improve the schools if the schools have to go on following the same rules and regulations they are following now. They'd be forced into doing exactly what they're doing now. If these rules and regulations were working, we wouldn't need a competition; if they continue in force, we can't have one.

So first the school board has to agree to release the participating schools from all board rules and regulations, except those governing health, safety and civil rights, and let the people in those schools decide how to run them.

But changing rules and regulations won't help if you don't control the money, so the board must give the participating schools control of their school budget. And that's not all. Each year, the school board will turn over 5 percent of the administrative and central office budget to the schools, unless they already happen to run a very lean operation because they won't need to spend that money to regulate and inspect the schools. My reasoning?

Back in the early 1960s when Martin Mayer wrote The Schools, he said that there were more supervisors, administrators, inspectors — more central office administration — in New York City than in all of France. This was not an opinion; he documented it. Many, many of the nation's school systems have by now gone the same way — and just as businesses are going the other way. In some large companies today, there's one manager at headquarters for every 5,000 employees. But in many of our large school districts, there's an average of 560 students per administrator, which probably translates into one administrator for every 15-20 teachers! Sounds like there's some room for shrinkage — especially when you consider that the main job of the central office bureaucracy is to watch the people on the front line in schools. But especially under the merit schools plan, that won't be necessary any more (I'll explain why in a moment), and as a result, individual schools will have a substantial amount of additional money from the central bureaucracy to use as they work to improve themselves.

Finally, school boards will need to agree to public school choice plans. Why? Individual schools participating in the merit schools plan are likely to be very different. The staff in one school might want to experiment with cooperative learning; in another, they'll be eager to use more technology. But some parents are not going to like what the staff in their neighborhood school are doing because it's different. If enough parents run to the board, the board will start issuing rules and regulations again, and the schools will be all the same again. So it's important to make sure that parents don't have to send their kids to a school where they hate what's going on; they should have a choice. And that's why the school board won't have to watch your school any more — why they won't have to hand down regulations and employ all those inspectors. Choice means they won't have to worry about making all the schools the same because if parents are unhappy, they'll be able to take their kids out and send them to another school, one that suits them.

So that's what school boards would have to agree to as a condition of participation. Now what about the unions? They'd have to agree to grant waivers of contract provisions to the teachers in the participating schools if those teachers decided that a particular provision got in the way of what they wanted to do to improve the school. The only contract provisions that would be off limits to the teachers would be those dealing with health, safety and civil rights.

Say, for instance, one of the competing schools needs a math teacher and it simply can't find one. The staff might decide to take some of the budget and try to win back a great math teacher who left to work for a local computer company. They might have to pay him a little — or a lot — more than he got before, which might not be allowed by the overall union contract, but they'll be able to get a waiver and do it because they decided it's necessary to improve their school, to win.

The faculty may also start worrying about the couple of teachers who are pretty weak. It might have bothered them before, but there was nothing they could do about it. After all, they didn't hire or promote these weak faculty. But now it's really going to bother them because the performance of every member of the school team will be important to the outcome. So they'll probably get organized to help out teachers who need help and, if necessary, help them find non-school employment — and before you know it, many, many schools will have a peer review and intervention program like the one initiated by the Toledo Federation of Teachers.

The amount of money I mentioned earlier was a minimum of $15,000, but it could be more. Many school boards won't want to give up their direct involvement in operating the schools. And many teacher unions will say they don't want to do it. So maybe only half the schools in the country will decide to enter. If half enter, the prize will be $30,000 instead of $15,000. If only one-quarter of the schools enter, the prize will be $60,000 per individual. In other words, when you enter, you won't really know how big the prize will be. It could be as much as $150,000 or $200,000 per individual, but it can't be lower than $15,000.

Crazy? A lot of people are going to say so, and they'll raise a lot of questions, many of them legitimate. How about the school that figures out how to get a lot of its lowest scoring students to quit in order to win? Or the one that entices some high-scoring students from other schools to come in? Former Governor of Georgia Lester Maddox once said that the only way to improve the prisons is to get a better class of prisoners. So you might get some schools that try to reduce liabilities instead of adding value, because we all know that competition and market systems may bring out the bad as well as the good in people.

Obviously, there will have to be a very careful monitoring of this, with stiff penalties for cheating — this merit schools plan wouldn't tolerate the kind of official cheating that goes on now routinely in districts over, say, standardized test scores reporting. And there will be other problems besides monitoring for cheaters. What do you do with teachers who are only there during half the time of the merit schools competition and then leave? What about pupil mobility? I am not pretending there aren't problems and questions to address.

But please remember that we do not have the alternative of keeping our present model of education. We're going to get parent boards telling us what to do or John Silber dictating or a private company, but we aren't going to hold on to the current model; it's going to be abandoned because it doesn't work. And we'll either get some form of radical privatization where it's likely that schools will be run even more like an authoritarian factory system where teachers will be treated like assembly-line workers following other people's orders, or we're going to have a school that's run by teachers and principals and other staff who are closest to the kids — with accountability and parent choice, because we can't ask people to turn the schools over to us without having these safeguards. They've got to be sure that we're trying to do the right thing. And we are going to be trying to do the right thing because there's a lot in it for us — and not just financially. It's the best hope we have of teachers being treated like professionals and being able to grow professionally and being able to concentrate on student learning instead of on all those idiotic, destructive, non-educational things that now intrude on teaching and learning every day.

I believe that it's essential for a national merit schools plan to be voluntary; the federal government can't coerce a local school or district to participate. But I can also imagine a plan in which there wouldn't only be winners, there'd also be losers. The most miserable schools ought to be closed. Their students could be dispersed to other schools or the failed school could be reopened with a new plan of education devised by a new school staff — that has happened before. I can even imagine the staff of winning schools taking over the failed school, in the same way as a successful company may take over a firm that has failed. But teachers from the failed school should be back on the hiring line explaining to schools that are considering hiring them why the failure of their previous school wasn't their doing. And many of them might even be hired by their old school, now reopened and run by the people in the successful school. After all, a successful business that takes over its failed competitor often hires the competitor's employees because they have talent but it wasn't used. I can imagine all this because we have to face reality: There are failing schools and people won't or shouldn't take it much longer, especially not the faculty in those schools because, more often than not, they are powerless to turn around that situation, a situation that victimizes them as well as their students.

We have to reserve those issues for now because participation in the merit schools plan must be voluntary if it is to get off the ground and succeed. And the more volunteers there are, the more successful it will be and the fewer failing schools we will have because for the first time the people in schools will be able to do something about the problems in their schools instead of merely following the tired and failed prescriptions of distant bureaucrats or legislators.

So what are the chances that this merit schools proposal will happen? Well, a great deal will depend on you. There's a chance that the President of the United States will pick this up. And if the President doesn't, it may be that members of Congress will say, "That sounds like a good idea. We won't put $500 million into it, but we'll pass some legislation that will allow a substantial number of demonstration projects." There's a chance that the top people in the business community will support it because they'll say, "This looks like the same system that we've got, the one that works for this country in other areas." It may be that a couple of governors will like it and try it in their state. Or a consortium of districts might get together, pitch in $250 a year per school staff member and do it voluntarily. Or some private foundation might say, "This is terrific. We will set it up and offer it to this community." Or you could even do it in some large cities. I strongly believe that in one form or another, or one place or another, this is going to happen.

Now, what happens to the union? I was at a meeting recently where somebody got up and asked, "Why should a school board do this? What's going to happen to the board?" And I said, "Well, what's going to happen to the union? Everybody is going to have to change. The role of administration and management is going to change and so is the role of the union."

Certainly our union knows how to change. It has changed, it has taken on new roles and taken great risks because we know how troubled public education is and we are committed to it and will help save it. So many of you here have done that and become stronger and more attractive to your members for it. And what I'm talking about is not very dissimilar from what the United Auto Workers is doing in the Saturn Project. For the first time, workers and management will be involved in designing the whole process. For the first time, workers will be working in teams instead of isolated on the assembly line. And these workers will be paid less on an hourly basis than other workers because they'll be involved in quarterly profit sharing. So if the car sells, they'll make more than other workers.

They'll be working in teams, partly because you make a better product that way and enjoy your work more, and partly so they can help out a colleague who isn't working so well. If he doesn't shape up, he'll get a chance on another team. But if he can't make the grade on a number of teams, he'll be out.

When I asked my friends in the UAW, "How can the union be involved in getting a union member out, instead of just protecting him?" they said, "If we keep people who can't do the work, none of us will have a job. And we won't have a union, either. Because more and more Japanese cars will be sold." We are talking about the future of public education in this country, just as the UAW and GM are talking about the future of the automobile industry. And when you're in a life-or-death situation, you do things that you otherwise wouldn't do because you don't have to. The issue is survival.

We can't predict exactly what will happen if we pursue the reforms I'm calling for. But I can guarantee there will be a role for the union. For one, we know that the only places where there is real reform going on now are districts where there's a strong union. It couldn't have happened otherwise. And it's also the case that there will still be issues of unfairness and discrimination, questions of testing, Supreme Court decisions, etc., for the union to handle. And the union will be around to help people in the schools compete — to give them information and training and make sure the rules are fair. The need for the union will be greater. But things won't be the same — and yet that's going to be true whether we take this step or not. The question is whether we'll choose to act or simply let things happen.

The chances we'll be taking will be very much like the chances that we took with collective bargaining. We took a big chance then. There we were, a small minority union, and we came out for a system that gave exclusive representation to the majority union in a school district. We did that when we had 50,000 members in the whole United States of America. It was very gutsy and it was very risky. I don't think anyone here today is sorry we took that chance. Now it's time for us to take some risks again. And the stakes this time are much bigger. They are the future of public education in our country.

Last year, I visited Poland twice. Poland, you know, used to be the bread basket of Europe. Now, as the result of its command economy, it's very poor. When I came back the first time, I read a little item in the Wall Street Journal. At first, I thought it was a Polish joke, but it was a real interview with a Polish economist. And I quickly realized that it was also an American education joke. So please translate.

The reporter who is interviewing the economist about economic conditions in Poland asks, "Do you think it's really possible to lift the Polish economy from this terrible state of poverty to a state of prosperity?" And the Polish economist answers, "Yes, I think it is. As a matter of fact, there are two ways to do it. There's a natural way and there's a miraculous way." The reporter asks, "Well, all right, what's the natural way?" "The natural way," says the economist," would be for a band of angels to descend from heaven and lift Poland into prosperity." "If that's the natural way," the reporter asks, "what's the miraculous way?" And the economist answers, "The miraculous way would be if the Poles did it themselves."

We have no band of angels to lift our schools into effectiveness. And it would indeed be a miracle if we did it ourselves. But a miracle is the only thing we can count on.

Thank you very much.

END

AMERICAN FEDERATION OF TEACHERS AFL CIO

ALBERT SHANKER

# STATEMENT BY ALBERT SHANKER

## PRESIDENT, AMERICAN FEDERATION OF TEACHERS

**Submitted to the National Governors' Association**

**in Preparation for the**

**White House Education Summit**

**September 13, 1989**

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### September 13, 1989

As the nation's governors prepare to meet with the President, I am pleased to offer the AFT's views on the state of public education today and on the course of action we as a nation should take to solve our educational crisis. A proper review of this situation would take far longer than these few pages will allow. Nevertheless, I can outline a framework of the issues and thinking that I believe should underlie the President's Education Summit. Our views reflect the experience and ideas of our union's 710,000 members and the input of many others in the educational community, in business and other sectors. I hope these thoughts prove useful to you.

**...On National Goals and Standards**

- We are the only industrialized country that does not have a national/regional/state curriculum. We have had an education reform movement for six years and still have not focused on the issue of what we want students to know and be able to do .

- By now, states and districts have fat books of curriculum guidelines and behavioral and skills objectives where the essential and the trivial are indistinguishable. It is impossible for teachers to cover all this in a meaningful and coherent way. Consequently, teachers have to decide what's important--and, too frequently, the textbook and test publishers decide for them. We minutely regulate how teachers teach, but in the main do not care what they teach, so long as it fits with the standardized multiple-choice tests.

- We need to do just the opposite: Develop a national consensus about what students should know and be able to do--leaving enough room for states, localities and individual schools to respond to the diversity in our nation--and quit regulating how teachers teach.

**...On Assessment and Accountability**

- We cannot have a meaningful system of assessment until we know what we want students to know and be able to do, and we cannot have meaningful accountability until we have decent assessments.

- If assessments act as incentives--and they do--then what we have is a system of incentives that encourages schools to concentrate on low-level skills that can be demonstrated on multiple-choice tests. Until we produce better assessments that encourage and measure the development of knowledge and skills that are important, we will continue to relegate the vast majority of our students to low-level learning.

- Good assessments can't be done on the cheap. There is a national role for the support and development of better assessments. There is no other way that we as a nation can know how well we are doing and where and why we are falling short.

- Public school choice may have its benefits, but it is not a system of accountability, as the Administration seems to believe. Substituting public school choice for national and state leadership on education reform, assessment and accountability would be a dangerous mistake.

**...On School Infrastructure and Technology**

- Many of our schools, especially those in inner cities, look more like crumbling, dangerous warehouses than places of learning. Government support for capital improvement is much needed.

- According to the Office of Technology Assessment, education has the lowest level of capital investment per worker of any industry--about $1,000 per employee--compared to an average of $50,000 per worker for the economy as a whole, and $300,000 per worker in some high-tech industries. Technology and productivity go hand-in-hand. Yet our schools' main technology is still "chalk-and-talk." Technology goes beyond computers in the schools (which many of our inner city schools don't have anyway). There is a national role, perhaps through public/private ventures, in helping bring our schools into the 21st century.

**...On School Bureaucracy and Regulation**

- In the 1960s, Martin Mayer documented in The Schools that New York City had more education administrators than the whole of France, and New York State more than all of Western Europe. There is every sign that this situation has become worse. Most recently, this top-heavy bureaucracy was highlighted in a Peat Marwick report on the D.C. schools. Less than half of American education dollars are spent on services for students in the classrooms. What is happening to the rest? It's time for the states and local districts to take an accounting of where our education dollars go. American industry has dramatically pared down its administrative overhead and flattened its hierarchical structures. In a time of competition for scarce resources, and when all the research demonstrates that those who work closest with kids know what works best, it's time to rethink our school bureaucracy and financial allocations.

- Schools are being over-regulated into paralysis and mediocrity. Despite the frequently good intentions of many of these regulations, many of them have negative effects. We should review all local, state and federal regulations concerning education for their effects on kids and on the learning process. But we must be careful. Such a review, and possible deregulation, should not undermine hard-won civil rights gains; they should advance them. Nor should this lead to a situation where resources and services intended for needy children do not reach their target.

**...On the Professionalization of Teaching and School Management**

- Because teachers are closest to the classroom, and know the needs of the school and its students best, they should be given the authority to make decisions affecting their school. School-site decision-making and school-based management must be supported and developed.
- Teachers should be provided greater opportunities for professional development. This should include participating in training programs, conferences, seminars and other activities related to the needs of their students and schools.
- Teachers should be appropriately compensated for their expertise.
- Because this nation is facing a teacher shortage, education should be organized more like other professional undertakings. The teaching staff should be able to rely on technology, classroom aides, field volunteers and students helping students to get the job done.

**...On the Role of the Federal Government**

- It must be recognized that schools cannot solve all problems. Unless the basic needs of children are satisfied--food, health, and nurturing--even the best of schools are helpless. Other sectors must share responsibility, in areas such as prenatal care, health care, drug abuse prevention and treatment, social services, etc.

- The federal government should increase funds and support for programs such as Head Start, Chapter 1 and Early Childhood Education.

- The federal government should increase its commitment to research and evaluation, such as the National Assessment of Educational Progress. Education has by far the lowest level of investment in research--only 0.025% of its revenues--one hundred times less than the average for the economy as a whole, and 80 times less than the average business firm. In an enterprise the size and importance of education, it is ludicrous to spend so little on new knowledge and on finding out the bang we are getting for our bucks.

- The federal government should provide research support for the National Board for Professional Teaching Standards. This board, made up of teachers, business leaders, and public figures, is our most promising hope for improving teaching standards and attracting and retaining high-quality professionals. Research funds are needed to develop professional standards and assessments.

### ...On Incentives--Altering President Bush's Merit Schools Program

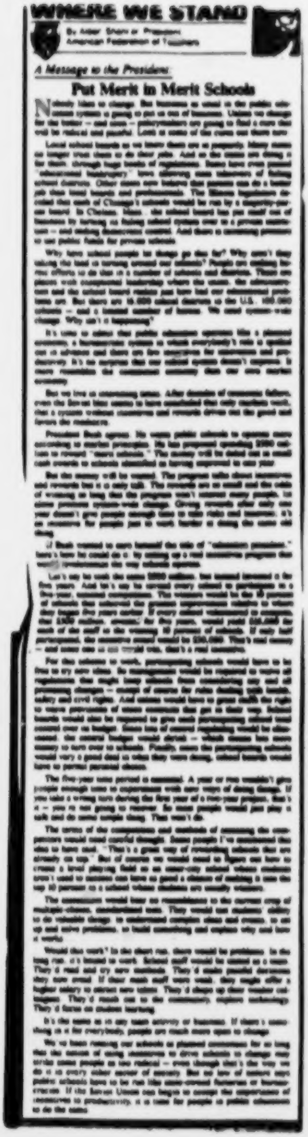
- This nation will not see the breadth and depth of education reform that we need unless we have major incentives for rethinking and reworking how we conduct schooling.

- We should invest for five years the $500 million proposed by President Bush for merit schools and invite every public school to participate in a five-year, national competition. The winners would be the ten percent of schools that achieved the greatest improvement relative to where they began. The whole school community (from bus drivers to master teachers) would share the reward--an estimated $15,000 per staff member and possibly higher.

- School boards would be required to give each participating school total control over its budget and the right to waive all regulations except those regarding civil rights, health and safety. Unions would have to grant participating school staff members the right to waive contract provisions.

- As for the students, employers should offer better job opportunities and higher starting salaries to students who worked hard in school. Employers need to stop complaining about poor quality and give students a reason to achieve. As things now stand, employers only ask if a student has graduated. Important questions such as how well the student did or what courses were taken are rarely asked. A good grade in a soft elective has the moral equivalence of a poorer grade in a rigorous subject. This is something that can be done right away at little cost and with a positive effect. Students need to know that school counts.

- Similarly, colleges should offer admission only to students prepared to do college-level work. Any student qualified to enter college should be allowed to do so. Money should not be an obstacle. But achievement needs to count.



WHERE WE STAND

By Albert Shanker, President
American Federation of Teachers

*A Message to the President:*

## Put Merit in Merit Schools

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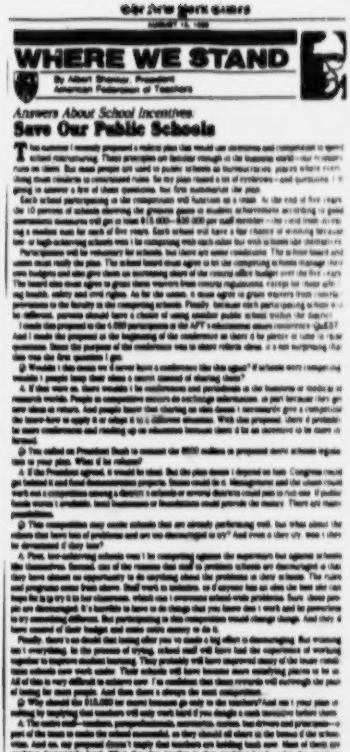

The New York Times

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WHERE WE STAND

By Albert Shanker, President
American Federation of Teachers

*Answers About School Incentives:*

## Save Our Public Schools

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Mr. GOODLING. Thank you very much. I'm glad you reviewed that at the end because I took two and a half pages of notes and you indicated that I did pretty well with those notes.

Anything, Mr. Chairman?

Chairman HAWKINS. I have nothing, only to express the appreciation of the committee. I think Mr. Shanker, again, has shed light on a lot of subjects, challenged us to do a lot of things. With his help, we will try to do them. Thank you.

Mr. GOODLING. That ends the symposium unless Dr. Hoyt has arrived from Kansas. Anybody out there want to be a Dr. Hoyt?

[No response.]

Mr. GOODLING. Then I guess that's the end of the symposium. If Dr. Hoyt arrives, then we'll meet with him after the mark-up; won't we, Mr. Chairman?

Chairman HAWKINS. Yes. I, Mr. Chairman, indicate that there was some mistake in the time, that 3:30 was mentioned in one report and 3:00 in another. Perhaps the members are advised that 3:30 may be the time. However, we will try to get a quorum as soon as possible. It certainly shouldn't be later than 3:30.

I think Mr. Shanker thought that he'd brought all of these people in. He was very excited, I think, to see so many and so was I.

[Laughter.]

Mr. GOODLING. After the others who testified before, I imagine——

Chairman HAWKINS. We will attempt to get a quorum as soon as possible. The committee will then convene.

[Whereupon, at 3:15 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

Testimony Prepared For Presentation To The Committee On
Education and Labor, U.S. House of Representatives
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by

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Mr. Chairman and Members of the Committee:

Thank you for allowing me to appear before you. I hope that the thoughts on educational reform I want to present here will be of some use to you.

Every major call for educational reform during the 1980s is rooted in America's need to compete in the international marketplace. Each proclaims that other nations' educational systems better prepare students for work. Yet, none of these calls has emphasized a "careers" approach to reform. Instead, they seem to assume that, no matter how indirect, whatever reforms are proposed will, somehow, help meet this need.

Few of these reform proposals even acknowledge, let alone emphasize, the fact that, between now and the Year 2000, 5 out of every 6 new U.S workers will be women, minority persons, and/or immigrants. Still worse, even fewer center their reform proposals around the need to correct discrimination through providing equity of both educational and occupational opportunity to such persons. I have documented these needs in two previously published papers and respectfully request permission to insert those papers into the record of these hearings.

Two basic approaches to educational reform exist. One is structural (program) change. The other is process (people) change. The decade of the 1980s has been devoted almost exclusively to proposals for structural change. Such changes can be considered in four categories including:

Category 1: Individualizing the teacher/learning process. Examples of such proposals include: (a) performance evaluation; (b) computer assisted instruction; (c) ungraded schools; (d) merit pay for teachers; and (e) open entry/open exit school systems. Each of these proposals can be described as: (1) expensive; (2) potentially very powerful; and (3) in dire need of strong R&D efforts before being implemented on any widescale basis. One or more will eventually be needed if America is to compete in the international marketplace. None is yet ready for nationwide implementation.

Category 2: Doing more. Examples of such proposals include: (a) extending the length of the school day and/or the school year; (b) raising high school graduation requirements; and (c) increasing the number of credit hours required for teacher certification. To the extent the current system is now working, doing more can be expected to produce incremental but not dramatic gains. To the extent the current system isn't working, adding more almost guarantees that it won't work again!

Category 3: Re-organizing the current system: Examples include: (a) open enrollment options across school district lines; (b) magnet schools; and (c) year round schools. While procedures for implementing such procedures are available, knowledge regarding how to solve the many other problems each creates is not. It seems clear that no proposal in this category is now ready for nationwide adoption.

Category 4: Educational Revolution: Examples include: (a) privatization of the education system; (b) changes in the teaching/learning process based on brain-based learning theory; and (c) abandonment of local control of education and adoption of state and/or Federal control. Before any such drastic changes are made, much more research evidence must become available. To make such changes without such hard evidence is to run the risk of making things worse, not better.

I now want to turn to the topic of process (people change) approaches to educational reform. There are three basic reasons why process approaches to reform should precede and then accompany structural changes including: (a) process approaches are much cheaper and, as a general principle, its advisable to see how much can be gained from the least expensive approach prior to deciding to try more expensive ones; (b) process approaches to change were validated extensively during the 1970s - i.e., we know how to make them work now; and (c) unless educators themselves decide to change -i.e., unless process change occurs - it is unlikely that any structural change imposed on educators will work very well or very long. Process approaches to change are worthy of much more serious consideration than they have received during the 1980s.

Process reform proposals include those aimed at such things as:

(a) motivating pupils to learn - and teachers to teach. The most extensively validated (but, of course, not the only) way of accomplishing this goal is through emphasizing relationships between education and work. To do so has been well documented as a powerful source of educational motivation by both pupils and parents (Elam & Gallup, 1989; Hutchinson & Reagan, 1989). We need both pupils and teachers motivated to work harder. If this is to happen, each needs to be convinced there is good reason for doing so. We know how to do this.

(b) emphasizing the importance of increasing educational productivity. In part, this means adapting private sector approaches for increasing productivity to educational settings. In part, it involves helping students acquire and use productive work habits. If America's schools are to produce graduates who will be productive members of the occupational society, we must begin by providing youth with productive work habits while they are students. Unproductive students become unproductive employees. The concepts of "student as worker" and "teacher as worker" both need to be emphasized.

(c) acquiring a desire to work as a means of increasing self esteem and contributing to society. There are still many more people looking for "jobs" than looking for "work". Pupils can be provided with personally meaningful work values without, in any way, resorting to imposition of the "work ethic" of earlier times. Such values should become an important part of the total personal value system and include values involving unpaid volunteer work as well as paid employment.

(d) providing career awareness, career exploration, and career decision-making assistance to youth. These efforts should be led by well qualified career development specialists and involve the entire school staff, parents, and the broader community. Professional career counselors have been regarded as part of the problem and/or ignored by 29 major reform proposals of the 1980s twice as often as they have been regarded as part of the solution. I have documented this in an earlier paper which I respectfully request be made part of the record of these hearings. Career counselors have important roles to play in educational reform.

(e) establishing and operating truly collaborative working relationships between the education system and the broader community. These include both parents and the private sector. Process approaches to educational reform must be community efforts. They cannot be successful if only educators are involved. The kinds of Industry-Education Councils recommended by the National Association for Industry-Education Cooperation are badly needed. The means of establishing and successfully operating such Councils are well known. To date, they have not been widely used. This has been a mistake.

The last of these approaches requires further comment. The 1980s saw two major kinds of educational change efforts including: (a) the educational reform movement; and (b) the private sector/education system "partnership" movement. Unfortunately, these two important movements largely ignored each other. It is time to join them together. To do so effectively demands that educational reformers accept and endorse process oriented reform approaches as necessary prerequisites to structural reforms. It also demands that the "partnership" movement during the 1980s be largely recognized as a failure. Too many phony "partnerships" were created. True "partnerships" call for joint responsibility, joint authority, and joint accountability. Too few of these were created during the 1980s. Both of these conditions can and should be easily corrected.

To illustrate what I have in mind, I have prepared a rough draft of possible Federal legislation aimed at a process oriented approach to educational reform. I have entitled this "THE BUSINESS - EDUCATION CAREER DEVELOPMENT COLLABORATION ACT OF 1989". I respectfully request that this be inserted into the record of these hearings.

The need for educational reform is growing - both from the standpoint of America's need to compete in the international marketplace and from the standpoint of the need to provide equity of educational and occupational opportunity to women, minority persons, persons living in poverty, persons with handicaps, and immigrants. To meet such needs demands that process oriented approaches to educational change be implemented now. Such changes should be regarded as necessary but not as sufficient for meeting America's educational reform needs. Thus, it is equally essential that strong support be provided for the kinds of research and demonstration efforts required to acquire the know-how needed for structural approaches to reform. If done together, America will make substantial progress in achieving needed educational reforms during the 1990s.

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## Papers Requested to be Inserted In the Record

A. With reference to discrimination towards women and minority persons
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B. With reference to career counselors and educational reform proposals
   1. Hoyt, K. (1989) Counselors and career development: A topic in educational reform proposals. Bloomington, IL: Meredian Publishing Company. Pp. 13.

C. With reference to proposed legislation
   1. "Business - Education Career Development Collaboration Act of 1989"
   2. "Political strategies inherent in the contents of the BUSINESS - EDUCATION CAREER DEVELOPMENT COLLABORATION ACT OF 1989.

# The Career Status of Women and Minority Persons: A 20-Year Retrospective

KENNETH B. HOYT

Twenty years after the assassination of the Reverend Dr. Martin Luther King, Jr. and the resulting riots, it seems fitting to recall the actions of the National Career Development Association (NCDA, then NVGA—the National Vocational Guidance Association) and to assess the impact of the various resolutions and commissions upon our professional commitment to extend equity in career development planning and services to all individuals—including women and minority persons.

At the American Personnel and Guidance Association (APGA) convention in April 1968, the APGA Senate adopted a formal resolution committing APGA and each of its divisions to "actions designed to reduce and, eventually, eradicate racism." Subsequently, the NVGA Commission on Education, Employment, and Racism was established and NVGA commissioned Dr. Joseph Samler to write a special paper outlining problems of Blacks in career development. That paper was published as a special supplement to the *Vocational Guidance Quarterly* in 1969 (Samler, 1969).

At the NVGA Delegate Assembly in Las Vegas the following year, two related historic actions took place. The first was a presentation by the NVGA Commission on Education, Employment, and Racism of a very strong proposed NVGA policy statement on racism. Based on arguments that delegates had not been given sufficient time to study the statement, it was not adopted and the Commission was asked to prepare a policy statement for later consideration (NVGA, 1969). I can find no reference that this statement was ever considered by a subsequent NVGA assembly.

At the 1969 NVGA Delegate Assembly meeting, the NVGA Committee on the Occupational Status of Women was elevated to commission status and Esther Matthews was named as Chair. NVGA committed itself to the eradication of both sexism and racism.

Now—20 years later—three questions need to be addressed: (a) To what extent has NVGA/NCDA implemented these commitments? (b) To what extent do sex and race biases still exist as major obstacles to equity in career development? and (c) What should be NCDA's priorities to bring equity of opportunity in career development to all?

## TO WHAT EXTENT HAS NVGA/NCDA IMPLEMENTED THESE COMMITMENTS?

Although there are a number of ways to measure the commitment by NCDA to foster equity in career development (i.e., convention presentations, lobbying efforts, commission activities, NVGA Week materials, and so forth), I have chosen our professional journal to be the prime indicator in answering this question. The period of time involved covers Volume 17 (beginning September 1968) through Volume 34 of the *Vocational Guidance Quarterly* and Volume 35 (beginning September 1986) of the *Career Development Quarterly*. I began this task by discovering and then studying the contents of every article I could find on sex stereotyping and on racism in career development published in Volumes 17–35.

In doing so, I discovered an opportunity to obtain an even broader perspective. In Volume 20 of the *Vocational Guidance Quarterly*, G. Thomas Yungman (1972) published a content analysis of Volumes 1–19. By subtracting from the numbers showed in his tables those referring to the contents of Volumes 17–19, it was possible to examine the NVGA/NCDA official journal beginning with its very first volume through September 1987. Table 1 shows the comparison between the first 16 volumes and the next 19 volumes concerning articles dealing with sex or racial bias.

When the contents of Volumes 1–35 are categorized in terms of the numbers of articles concerning Blacks, women, and other minorities, it is clear that (a) the percentage of articles concerning Blacks is three times higher for Volumes 17–35 than for Volumes 1–16; for those articles concerning sex stereotyping, the percentage more than doubled, (b) the percentage of articles concerning the career development of minority persons other than Blacks has remained almost nill over 35 volumes of *VGQ/CDQ*, (c) A 10 to 1 ratio of articles concerned with sex bias as compared to articles concerned with racism existed in Volume 1–16. This was reduced to a 4 to 1 ratio in Volumes 17–35, but still (d) the number of articles on sex bias for Volumes 18–35 has averaged 1+ per issue whereas the number of articles on racism has averaged only about one

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*Kenneth B. Hoyt is a University Distinguished Professor, Kansas State University, Manhattan. This article is a revision of a paper entitled "Bringing Equity of Opportunity for Career Development to All" presented at the National Career Development Association convention luncheon meeting, Chicago, Illinois, March 22, 1988.*

TABLE 1

Number of Articles on Race or Sex Bias in Career Development Published in the *Vocational Guidance Quarterly*, Volumes 1–34 and the *Career Development Quarterly*, Volume 35

| Category | Volumes 1–16 |  | Volumes 17–35 |  |
|---|---|---|---|---|
|  | Number | Percent | Number | Percent |
| Total | 775 | 100% | 804 | 100% |
| Blacks | 6 | 0.8% | 22 | 2.8% |
| Women Only | 35 | 4.5% | 86 | 10.8% |
| Other Minority | 4 | 0.5% | 5 | 0.6% |

*Note.* Yungman had another category that he called "Women and Other". He defined "and other" to include "such groups as the aged and minorities other than Black". Here, all of these groups have been placed in the "Other Minority" category.

Several appendices that categorize and list the articles referred to in Volumes 17–35 can be secured from the author: Bluemont Hall, Kansas State University, Manhattan, KS 66506.

per year. Using number of published articles as the criterion, NCDA has devoted much more effort to reducing sex stereotyping than to overcoming racism in career development since 1968. Clearly, however, both topics have been emphasized.

What types of articles on various aspects of sex stereotyping were published in Volumes 17—35 of *VGQ/CDQ*? Of the 86 total, 70 were primarily concerned with reducing occupational sex stereotyping for nonminority, non-poor women. I classified these into the following categories:

1. "There is a problem": 3 articles
2. "How big is the problem?": 7 articles
3. "What do we know?": 32 articles
   K–12 girls: 8 articles
   Women college students: 9 articles
   Adult women: 8 articles
   Non-age matters: 7 articles
4. "Suggested things to do": 14 articles
5. "What has been proven to work?": 14 articles
   K–12 girls: 9 articles
   Women college students: 0 articles
   Adult women: 5 articles

Has NVGA/NCDA followed through on its commitment to work toward helping counselors understand and work more effectively with the issue of occupational sex stereotyping? Using the content of the articles published over the last 19 years that are identified here allows us to answer "Yes" to this question. With 32 unpublished articles aimed at increasing understanding and 14 articles evaluating approaches to reducing sex stereotyping in career development, progress has certainly been made.

What types of articles on racism were published in Volumes 17–35? Using the same categories devised for classifying articles on sex stereotyping, the following numbers were derived:

1. "There is a problem": 0 articles
2. "How big is the problem?": 4 articles
3. "What do we know?": 16 articles
   Black K–12 youth in general: 6 articles
   Black women and girls: 5 articles
   Non-Black minority persons: 5 articles
4. "Suggested things to do": 4 articles
5. "What has been proven to work?": 3 articles

If one presumes that publishing unbiased information about some career development practices can have beneficial effects on the attitudes of counselors and, therefore, affect positively American society as a whole, these 24 articles suggest that NVGA/NCDA has, through its official journal, made some contributions toward reducing racism in America. Compared to the publication record on sex stereotyping, however, this record is far below what may have been envisioned when the APGA resolution to eradicate racism was passed in 1968.

## SEX STEREOTYPING AND LABOR FORCE PARTICIPATION

Career development professionals represent only a very small portion of either the causes of or the cures for sex stereotyping and racism in career development. At this point, a broader perspective seems necessary. I will attempt to provide an objective view regarding stereotyping and racism by citing both positive and negative illustrative national statistics.

Positive signs that some progress has been made in reducing occupational sex stereotyping can be seen in many statistics:

1. The percentage of married women working outside the home or actively seeking work who have pre-school children has increased from less than 19% in 1960 to nearly 52% in 1984 (William T. Grant Foundation, 1988).
2. The percentage of women in the total labor force has grown from 39% in 1972 to 45% in 1986 (Fullerton, 1987).
3. Seven of every 10 women ages 25–54 were in the labor force in 1986; this is expected to increase to 8 of 10 by the year 2000 (Fullerton, 1987).
4. Between 1970 and 1980, the percentage of women in professional and managerial jobs virtually doubled (Hodgkinson, 1985).

5. Between 1973 and 1985, there was a 17.5% increase in the number of women receiving bachelor's degrees and a 4.7% decrease for men (American Council on Education, 1988).
6. Between 1977–1983, the number of female proprietorships increased at an annual rate of 6.9%, five times faster than the rate for men (National Organization for Women, 1985).

Nevertheless, the limited participation of women in many occupations suggests the need for continued efforts by career development specialists. The task of reducing sex stereotyping in career planning is illustrated by the following figures:

1. In 1985, women represented only (a) 2% of the membership of the U.S. Senate and 5% of the House of Representatives, (b) less than 2% of school superintendents and 9% of college presidents, (c) 10% of full professors, and (d) 5% of top executives in American corporations (Shaffer, 1986).
2. At least 73% of jobs in the higher paying professions are still held by men (Ehrhart & Sandler, 1987).
3. The inactivity rate (not employed, in school, or in the military) for non-White 20–24 year old men was 27% in 1983, but for non-White women it was 45.6% (Smith, Walker, & Baker, 1987).
4. In 1978, one study found that the average weekly earnings of male high school seniors holding part-time jobs was $72.79 per week compared with $57.26 per week for female high school seniors (Lewis, Gardner, & Seitz, 1983).
5. The college educated woman in 1983 did not receive as much money in wages as a man with only a high school diploma (Women's Bureau, 1985).
6. Women continue to be overrepresented in occupations growing most slowly, and underrepresented among those growing fastest (Kutscher, 1987).

Although few would argue the proposition that women and men should receive comparable pay for comparable work, should women and men be represented in an equal percentage of employment in all occupations? Probably not, because most observers would expect that sex differences, related to interests and vocational needs, exist. Should men and women in a given occupation be represented proportionally among top positions? Here, the answer is obviously "yes."

## RACISM AND LABOR FORCE PARTICIPATION

Although it is difficult to make direct linkages between racism in America and the numbers of minority persons employed in particular occupations, the figures cited below concerning educational levels are not encouraging because education and occupational attainment are so closely related. Yet, the following indicators can be used to illustrate that some progress has been made:

1. In 1984, 78.8% of Black youth between the ages of 25–29 had completed high school; this is an increase of almost seven-fold from only 11.6% in 1940 (William T. Grant Foundation, 1988).
2. The proportion of Black high school dropouts has decreased from 32% in 1973 to about 20% in 1983 (William T. Grant Foundation, 1988).
3. Although there will be an overall increase of 19% in the size of the labor force between 1986 and 2000, the percentage increase for minority persons will be still greater—including +29% for Blacks, +74% for Hispanics, and +70% for Asian/Pacific Islanders (Kutscher, 1987).
4. By the year 2000, Blacks are projected to compose over 17% of the labor force increase, Hispanics to compose 24% of this increase, and Asians to compose 11% (Kutscher, 1987).
5. The proportion of college graduates among young Blacks has risen 700% since 1940 (Wetzel, 1987).
6. Between 1975 and 1985, the actual *numbers* of Blacks enrolling in college increased by 212,000 (American Council on Education, 1988).

On the negative side, statistics such as the following must be considered:

1. The percentage of Black high school graduates enrolling in college has declined from 29.2% in 1971 to 26.1% in 1986 (American Council on Education, 1988). It seems, however, to have increased slightly in the recent past ("New data show," 1988).
2. Whereas the percentage change (from 1975–76 to 1984–85) in numbers receiving bachelor's degrees has risen +21.9% for Hispanic men and +114.5% for Asian/Pacific Islander men, it has actually *decreased* by 10.2% for Black men (American Council on Education, 1988).
3. Public school enrollment figures show that, whereas 16.2% of pupils are Black, only 6.9% of teachers are Black. Conversely, whereas only 72.2% of pupils are non-minority Whites, 89.6% of teachers are White (American Association of Colleges for Teacher Education, 1987).
4. In 1986, the unemployment rate for high school graduates ages 16–19 was 40.6% for Blacks—more than three times the 13.6% rate for Whites (American Council on Education, 1988).
5. In 1954, 14.7% of 16–19 year old Black youth were unemployed. In 1985, 35% were jobless (Smith et al., 1987).

6. A total of 25% of all young adult Black men have never held a job (National Alliance of Business, 1987).
7. Both Blacks and Hispanics are overrepresented in the slow-growing or declining occupations, but underrepresented in the fastest growing occupations (Kutscher, 1987).
8. When 1968 and current figures were compared, the percentage of Blacks unemployed in 1968 was almost double the percentage of Whites. By 1988, it had almost tripled ("Still separate," 1988).
9. In 1986, the unemployment rate for Black high school graduates was one fifth higher than the rate for White high school dropouts (Wetzel, 1987).

When the negative and positive indicators are compared with respect to minority participation in employment and higher education, it is not reasonable to say that progress has been made. On the contrary, one can conclude that minority persons in the labor force are worse off today than they were in 1968.

The continuing high incidence of poverty among minority groups seems to be a key culprit here. Consider the following statistics:

1. The percentage of Blacks living in poverty was three times as great as the percentage of Whites in 1968 and is now almost four times as great ("Still separate," 1988).
2. In 1985 66% of Black children, over 70% of Hispanic children, and nearly 50% of all White children in female-headed households lived in poverty (Committee for Economic Development, 1987).
3. Students from poor families, regardless of race, are 3 to 4 times more likely to drop out of high school than those from more affluent households (Wetzel, 1987).
4. Six of every 10 Black families maintained by young adults under age 25 are comprised of mothers and their young children. Their median annual income is 42% less than that of White families in similar circumstances (Wetzel, 1987).
5. Children from poverty backgrounds are (a) more likely to fall behind in school, (b) less likely to be in the labor force, and (c), when employed, more likely to have lower earnings (Wetzel, 1987).

## WHAT LIES AHEAD IN PROVIDING EQUITY IN CAREER DEVELOPMENT?

Recently, I presented some documented figures concerning the probable nature of the workforce in the year 2000 (Hoyt, 1988). I would like to summarize some of these statistics in a way that may clarify some of the major problems facing us. These figures include the following:

1. Five of every six new labor market entrants between 1986 and 2000 will be women, minority persons, or immigrants.
2. A substantial number of the 21 million new jobs expected between 1986 and 2000 will require more education than those now existing.
3. Women and minority persons continue to experience discrimination in terms of gaining full access to educational and career preparation programs. Thus, on the average, they can expect to encounter difficulties in gaining access to "high tech" jobs requiring advanced education.
4. A total of 90% of the 21 million new jobs will be in service-producing, not goods-producing, industries. The greatest numbers of jobs will be available in low wage occupations such as cook, maid, sales clerks, and janitors. It is these jobs that are most likely to be available to women and minority persons. Unless corrective actions are taken, the percentage of minority persons and women living in poverty is almost sure to increase in the years ahead.
5. A total of 75% of all workers who will be employed in the year 2000 are in the labor force today. Thus, upward mobility opportunities will be severely limited for the large numbers of women and minority persons who will be entering the labor force.
6. Minority youth tend to be concentrated in large urban school districts whose facilities and educational offerings are, on the average, inferior to those in affluent suburban areas. In 23 of the 25 largest cities in America, minority students now comprise a majority of the school population.

Statistics such as these, when combined with those presented earlier in this article, convince me that the task of bringing equity of career opportunity to women and minority persons will become increasingly difficult between now and the year 2000. The changing nature of the occupational structure is out of step with the limited educational equity for these new labor market entrants. Equity of educational opportunity is a prerequisite for equity of opportunity in the world of work.

## POLICY RECOMMENDATIONS FOR NCDA TO ENHANCE EQUITY OF OPPORTUNITY FOR CAREER DEVELOPMENT

To solve the problems outlined here would obviously extend far beyond the ability of career development professionals. Faced with the enormity of the problems, what should NCDA do to help solve them? An attempt will be made here to provide a reasoned answer to this question.

It seems appropriate to remind ourselves that the vocational guidance movement originated as a vehicle for social reform (Stephens, 1970). Social reform efforts are nothing new for NCDA. Stoick (1977) outlined five approaches career development professionals could take to change society including ones aimed at clients, environments, the counselor's employing institution or agency, professional associations, and individual actions as a citizen. His suggestions remain pertinent today and should be reviewed.

All of Sinick's suggestions carry the implication that career development professionals should be actively involved in producing and using new knowledge to reduce bias and stereotyping. It is clear, from reviewing NCDA's professional journal, that we know more about how to reduce bias and stereotyping than most counselors use in practice. It is equally clear that much, much more needs to be researched.

The review of Volumes 18–35 of the *VGQ/CDQ* makes some of our most obvious needs for more research efforts apparent. For example, in spite of the huge influx of Asians/Pacific Islanders in recent years, not a single article was found reporting on career development for members of this important minority population. Although we are told that there will be more Hispanics than Blacks in America by the year 2000 (William T. Grant Foundation, 1988), articles in our journal concerning minority persons are still almost all concerned with Blacks. And, with an expected 1.5 million workers to be permanently displaced from their jobs each year by high technology (National Alliance of Business, 1987), it is disappointing that only one article in Volumes 17–35 dealt with serving this population. Career development problems of older workers, of mid-career changers, retired persons, and persons with handicaps are growing at a rapid rate. Such problems have yet to be adequately addressed in our journal.

While far from adequate, both NCDA and broader societal efforts toward reducing occupational sex stereotyping are moving ahead at a steady, although not spectacular, rate. These efforts must be continued. At the same time, it is crucial that the top priority of NCDA now be turned toward eliminating racism and poverty as negative factors in career development.

Helping poor minority persons—both youth and adults—in the career development process is the greatest challenge facing NCDA. These persons will be among the hardest to help. Although they are not a powerful political force and therefore cannot generate huge societal support for our efforts, they are human beings very much in need of career development assistance. Because we have much to learn before being able to meet their career development needs, we are almost sure to be criticized for the limited success of our early efforts to help. Still, we must try.

There are sure to be many who will point to the increasing numbers of women and minority persons experiencing greater success in today's occupational society as evidence that problems of sexism and racism have largely been solved. We must strongly resist such claims. Because some have been able to battle such problems successfully does not mean that these forms of societal bias have been eradicated.

Massive social service efforts will be required—especially in large urban areas. Such efforts must extend to the entire community and include such matters as pre-school programs, day care centers, family services, and a comprehensive program of educational reform extending from the earliest years through all of adult education. Certainly, career development professionals have both a right and a responsibility to become team members in such efforts.

*Should* NCDA attempt to take a more active role in bringing equity of opportunity for career development to all persons? The answer is "yes." *Do we know enough now to begin?* Again, the answer is "yes." *Will we act to do what needs to be done?* That, of course, is the key question. Only you can answer it.

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CHAPTER TWO

# Policy Implications of Selected Data from Adult Employed Workers in the 1987 Gallup Career Development Survey

Kenneth B. Hoyt

## Introduction

The 1987 Gallup Career Development Survey (Gallup, 1987) contains two sets of detailed tabular analyses. One is for the 1,006 members of the total civilian population surveyed. The other is for a sub-sample consisting of the 735 persons in the total sample who were employed full or full or part-time. Only weighted percentage responses from the sub-sample are discussed in this chapter. The Gallup organization has provided tables for determining whether or not observed percentage differences are statistically significant at the .05 level of confidence. In order to translate percentages into estimated numbers of workers, the 2.6 million employed 16-17 year olds (Bureau of Labor Statistics, 1987) subtracted from the 111.6 million employed 16 and older (Silvestri & Lukasiewicz, 1987) makes an estimated 109.0 million employed adults 18 years old or older.

In spite of the sophisticated sampling methods and weighting procedures employed by the Gallup organization, results of telephone surveys aimed at assessing perceptions of respondents must necessarily be interpreted with great caution. The very small numbers in some of the Gallup table cells defy meaningful interpretation. For example, only 36 Hispanic persons were included among the 735 persons interviewed. Thus, all data regarding Hispanic persons are, regrettably, ignored in this chapter.

Further, while the Gallup organization has provided tables for use in determining whether or not observed percentage differences are statistically

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significant at the 0.5 level of confidence, the table numbers require considerable interpolation when used with actual Gallup data. Finally, the Gallup organization has provided a means for testing statistical significance only at the 0.5 level of confidence. There is no easy way to tell if, for example, the .10 level were used, exactly how many differences would be considered to be statistically significant. Without the raw data, only limited interpretations of the findings reported by the Gallup Organization are possible.

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If these cautions are kept clearly in mind, possible societal policy implications abound in these findings. The 30 questions (see Appendix A) are organized here around a number of aspects of actual and anticipated career development experiences as perceived by respondents. An initial effort will be made to specify what appear to be especially important findings for each question. Following this, some policy implications of these selected findings will be discussed.

## Kinds of Education Important in Getting First Full-Time Jobs

One question provides a list of eight kinds of education and asks respondents to name all that were important to them in getting their first full-time job. Major findings include:

- 18.1% (an estimated 19.7 million workers) reported high school vocational education courses were important to them in getting their first full-time job. No significant percentage difference exist between males (16.5%) and females (19.9%) or between whites (17.9%) and blacks (20.9%).
- Almost 4 in 10 workers perceived their high school education as important in getting their first full-time job while 6 in 10 did not.
- Slightly more workers (20.0%) considered courses designed to teach basic educational skills important than did those who said vocational education courses were important (18.1%) to them in getting their first full-time job.
- More than one in four college graduates (27.5%) failed to indicate the college/university programs they pursued were important to them in getting their first full-time job.
- College and university programs were considered important in getting first full-time jobs by a somewhat larger percentage of men (33.5%) than women (30.0%) and by a much larger percentage of whites (31.3%) than blacks (19.1%).
- Apprenticeship appears to be primarily available to white males with more than twice as high a percentage of males (17.1%) as females (6.7%) and almost three times as high a percentage of whites (11.5%) as blacks (4.5%) reporting that apprenticeship was important in getting their first full-time jobs.
- The military service was reported to be important by a much higher percentage of men (11.6%) than women (1.2%) and twice as high a percentage of blacks (13.6%) as whites (6.1%) in getting their first full-time jobs.

*Policy Implication #1: Vocational/technical education programs at the secondary and postsecondary levels should be maintained and strengthened.*

Current educational reform proposals aimed at downplaying vocational education (Committee for Economic Development, 1986; Kearns, 1988; National Science Board, 1983) must be seriously questioned. Gallup findings reported above clearly indicate high school vocational education courses were considered important in getting their first job by millions of today's workers. This implication is further reenforced by data found in response to another question indicating that 54.1% of respondents believe that high schools in their community devote insufficient attention to preparing students who do not go on to college for jobs or careers after high school graduation. Of six instructional areas judged in terms of needing more attention, vocational education ranked #3 in this national sample of employed workers.

*Policy Implication #2: A major national effort is needed to help ALL K-12 pupils understand education/work relationships.* Only 40% said that high school courses were important to them in getting their first full-time job. Yet, "preparation for work," whether through basic academic or vocational education, is a bedrock goal of American K-12 public education for all students. Two clear needs appear to exist. First, there is a need to help high school students better understand and appreciate the many ways in which America's K-12 public schools prepare persons for work. Second, there is also a need for American education to do a better job of relating education and work. Ideally, close to 100% of employed workers should perceive their high school education as important in preparing them for work. These data suggest that much remains to be done before this ideal condition is even approximated.

*Policy Implication #3: Discovering and implementing ways of increasing work motivation among college graduates who find themselves in jobs not requiring a college degree should become a priority for America's private sector.* The surplus of college graduates in the labor market that began in the early 1970s is expected to continue until at least the year 2000 (Kutscher, 1987). These Gallup data reenforce this finding. More than one in four of college graduates in this sample failed to report that the skills and knowledge they gained in their college studies were important in helping them get their first job. Only about half of employed college graduates in the Gallup sample believe their skills and abilities are being used "very well" in their current jobs. Data such as these make it appear likely that many future college graduates will also experience difficulty finding personal meaning and satisfaction in their jobs. They should be helped to do so. College graduates represent a pool of talent that America cannot afford to waste.

*Policy Implication #4: Equity of opportunity for apprenticeship must be made available both to women and to minority persons.* Apprenticeship continues to be a viable and valued way of acquiring skills required for success in many occupations. These data clearly illustrate that the availability of this option continues to be used much more often by nonminority white males than by either women or minority persons. A national policy is needed calling for an effective approach to eliminate both sexism and racism from America's apprenticeship system.

*Policy Implication #5: Relationships of military training to later civilian jobs and education should be carefully researched for women, minorities, and for non-minority white males.* The Gallup data concerning reported usefulness of training received in the military service in securing first full-time jobs in the civilian occupational society raise a number of troublesome research questions, each of which holds serious implications for possible change in national policy. These questions include the following: (1) Can these Gallup findings be satisfactorily explained simply by viewing demographic data regarding enlistments in the armed forces vs presence in the general population? (b) Are women truly less likely than men to find the armed forces supplies them with training useful in occupations they choose to enter after leaving the armed forces? and (c) Are nonminority white males in the armed forces more likely than black males to take advantage of the new G.I. Bill opportunities thus causing their civilian occupations to be less related to training received in the armed forces? With about one million persons now members of the armed forces (Wetzel, 1987), these become important research questions to raise.

## What Kinds of Career Development Assistance Have Been Sought By Workers?

Tables reporting data for four of the 20 questions found in the detailed tabular analysis help answer this question. Significant findings include:

In terms of how workers first got started in their present career or job:

- The most common way (38.5%) was through making a conscious choice and following a definite plan. This held true for men (39.3%), for women (37.5%), for whites (39.1%), and for blacks (32.0%) in about equal percentages. It also held true for all levels of education but with some definite percentage differences. For example, college graduates (56.2%) were much more likely than high school graduates (30.1%) to have gotten started in their present career or job by making a conscious choice and following a definite plan. The difference is statistically significant.
- Whites (24.6%) were twice as likely to report getting started by "chance circumstances" than were blacks (12.6%) whereas blacks (15.4%) were twice as likely to be influenced in their choices by parents/relatives than were whites. Differences are not statistically significant.
- More than twice as high a percentage of blacks (26.4%) as of whites (11.7%) reported they took "the only job available." In addition, those with a high school education (19.1%) or less (27.1%) *were* significantly more apt than college graduates (3.6%) to report this as true for them.

In terms of these 1987 Gallup data, an estimated 10.8 million employed workers including about 1 of 10 men (9.5%) and women (10.4%) as well as about 1 of 10 workers from each level of education reported themselves as needing help in selecting, changing, or obtaining a job. Blacks (21.7%) were almost 2½ times as likely as whites (8.9%) to say they need such help.

When asked to identify sources respondents have gone to at some point in their lives in terms of seeking career help or advice:

- Fewer than one in five (17.2%) reported they had sought assistance from school or college counselors. This was true for males (16.8%), for females (17.7%), for whites (16.6%) and for blacks (21.4%). The only exceptions were for workers in the 18–25 age range (32.1%) and for college graduates (25.7%).
- The college graduates (25.7%) were more than twice as likely as high school graduates (12.4%) to have sought help from school or college counselors.
- Of those who sought help from counselors, almost as high a percentage tried to obtain help from school or college counselors (17.2%) as from employment service counselors (8.7%) and private employment agencies (9.9%) combined.
- About one in three (32.7%) reported they had gone to no source for help or advice in career development with no significant differences between men (35.7%) and women (29.4%). Large differences do exist between whites (34.1%) and blacks (20.8%) and between college graduates (27.8%) and high school dropouts (41.8%) on their responses.
- Only 2.2% indicated they had gone to a computerized career information system for help in choosing or changing jobs. No significant differences appeared for any of the subgroups responding to this foil.
- Respondents most commonly (41.2%) sought help from such self-directed activities as library visits, reading classified ads, and/or taking interest inventories. While this was the single most common source for every subgroup, it was used by a considerably higher percentage of whites (42.2%) than blacks (30.3%) and by a significantly greater percentage of college graduates (45.3%) than of those with less than a high school education (24.7%).

In terms of the percent of employed workers who expect to remain in their current jobs three years from now, responses found in the tabular data analysis indicate:

- Almost 4 in 10 employed workers – approximately 42.9 million adults – expect to leave their current jobs sometime within the next three years.
- About 55% of employed blacks expect to leave their current jobs sometime within the next three years compared with only about 37% of whites.
- A significantly higher percentage of those who expect to leave their current jobs anticipate *they* will make this change (20.7%) as opposed to being *forced* to change by external circumstances (4.6%). This is consistent for both men (19.0%) and women (22.6%) as well as for both whites (20.0%) and blacks (24.2%).

*Policy Implication #6: At least as much quality career development assistance should be made available to persons NOT attending college as to those who do.* This calls for a reversal of the present situation as indicated in these Gallup data that sees: (a) career development *needs* reported as greatest for adults who have *not* attended college while (2) career development *assistance* reportedly most used by those who *have* attended college. This paradoxical situation should not be allowed to continue. This is not just a temporary problem. Even by the year 2000, most employed workers will need no more than a high school education (Kutscher, 1987a; *The Forgotten Half*, 1988). Efforts to correct the current disparities must begin during the K-12 school years and continue through the adult working years. It is persons without four year college/university degrees whose career development needs most require attention.

*Policy Implication #7: Unless current counselor education programs change in appropriate ways, the Federal Government should underwrite the cost of developing and implementing alternative graduate programs of counselor education for persons wishing to become competent professional career counselors.* Fewer than one in five employed workers report having sought career development assistance from school or college counselors. It seems reasonable to assume that, had respondents perceived counselors as able and available to help meet their career development needs, many more than 17% would have sought them out. If this assumption has validity, there is an obvious need to increase the relative emphasis on career development in counselor education programs aimed at preparing persons to become school and/or college counselors. Prediger and Sawyer's (1986) data indicating that such an increase has occurred in the last decade is reenforced by the Gallup finding that 18–24 year olds (32.1%) are twice as likely to have sought advice from school or college counselors as are 26–40 year olds (16.7%). Futher evidence which, in a sense, serve to corroborate these Gallup data can be seen in the following facts:

- The Council for the Accreditation of Counseling and Related Educational Programs (CACREP) adopted a "Life-Style and Career Development Standard" in 1977 (CACREP, 1977).
- During the 1980s, about one-fifth of counselor education programs have increased the number of courses offered in career development from one to two (Wantz, Scherman, & Hollis, 1982).
- State guidance supervisors, in both 1980 and in 1983, ranked "career and life planning" ahead of any other substantive content area of counseling and guidance as a major area of responsibility (Wantz, Corvin, & Hollis, 1985).
- In 1985, the American School Counselor Association (ASCA) made career guidance an official priority (ASCA, 1985).

Still, much remains to be done before existing counselor education programs adequately reflect the great need for career development assistance seen in the findings of this survey. These needs, as reflected here in responses to three Gallup items are strongly reenforced by responses to still another item reported later in this paper showing the continuing serious needs for career development assistance experienced by employed adults in the workplace. Today's school/college counselors and those who educate them are not now adequately meeting these needs.

## Needs of Employed Persons for Career Information

As noted earlier, the detailed tabular analysis provided by the Gallup organization indicated that only 2.2% – approximately 2.39 million employed persons – indicated they have used computerized career information in choosing or changing jobs. Additional findings on questions regarding career information found in the detailed tabular analyses for three additional questions are summarized below:

- About half of all respondents (51.1%) believe that most adult Americans don't know how to interpret and use information to make intelligent career decisions. This is true for males (48.8%) vs. females (53.7%) and for whites (52.4%) vs blacks (46.2%). Two of every three employed college graduates (66.7%) believe this contrasted with slightly less than half of high school graduates (46%). This difference is statistically significant at the .05 level of confidence.
- About one in three (33.4%) believe that most adults have access to career information. This hold true for both males (34.3%) and females (32.4%) but is much lower for blacks (23.9%) than for whites (34.5%).
- Almost six in 10 (58.5%) believe most adults need assistance in getting career information. This holds true for both males (55.6%) and females (61.7%) and for both whites (57.9%) and blacks (61.6%).
- If they could start their career planning over, more than six in 10 (62.7%) report they would try to get more information about their potential career choices than they actually did the first time. This appears to be about equally true for males (58.0%) and for females (66.9%). However, wide and statistically significant differences exist between blacks (78.5%) as opposed to whites (50.5%).
- More high school graduates (64.6%) than college graduates (54.1%) would, if they could start over, try to get more career information. This difference is *not* statistically significant.

*Policy Implication #8: Community Career Development Resource Centers operating as an extension of the current NOICC/SOICC system should be established wherever needed to serve both youth and adults.* Adult employed workers, anticipating a growing need for job changing skills, have, through their responses to these questions, expressed an undeniable need for career information and for assistance in understanding and using such information in their own career development. A strong national policy should be established and implemented aimed directly at meeting this need.

Such a policy should be developed as an extension of the current Federally established National Occupational Information Coordinating Committee (NOICC). Established by Congress in 1976, NOICC was charged with building a system of State Occupational Information Coordinating Committees (SOICCs) in each state that would, in addition to using the national career information produced by NOICC, produce new career information based on state and locally derived data. Currently, the NOICC/SOICC network serves six to eight million people (mostly youth) at approximately 15,000 sites nationwide (NOICC, 1987). In spite of this, these Gallup findings make it clear that, as presently operating, it has not and is not adequately meeting the career information needs of employed adults. The NOICC/SOICC Network is a high quality operation. Paid for with taxpayer dollars and extensively developed, it is time that it be expanded to meet the kinds of career information needs expressed by adult workers in this Gallup sample.

Three basic reesponsibilities must be met: (a) producing career information needed by adult workers; (b) helping adult workers learn how to understand and use such information; and (c) assisting adult workers in using such information. These responsibilities can best be met through establishing Community Career Development Resource Centers operating at the local commmunity level. In addition to career information specialists, high quality professional career counselors are needed at each Center. That is, it would be both unfair and unproductive to simply supply career information without opportunity for professional assistance in interpreting and using such information.

In those communities where a strong emphasis on career guidance already exists with the K-12 school system and/or the local community college, the Center could serve as an effective supplement to such efforts. In those many communities where the education system continues essentially to ignore the career development needs of youth and adults, the Center could compensate for this.

A great need also exists to assist adult workers in developing skills required for accessing and using career information systems. Unless this need is met as part of routine, continuing operations of the proposed Community Career Development Resource Center, these centers have little chance to be successful. Thus, in addition to career information and career counseling functions, there is also an instructional function to be performed in the Center.

## On-the-job Career Development of Adult Workers

Career development, as a lifelong process, obviously continues to occur even after a person has prepared for and entered into paid employment. Three questions asked respondents about their on-the-job career development. The following findings seem to be especially important:

With respect to how well worker skills and abilities are being used on their jobs, responses indicate that:

- Almost 9 in 10 (86.1%) reported their skills and abilities are being used "very well" or "fairly well" in their current jobs.
- 88% of whites vs 72% of blacks report their skills and abilities are being used "very" or "fairly" well in their current jobs.
- While two-thirds of high school dropouts report their skills and abilities are being used "very well" in their current jobs, only about one half of college graduates report this is true for them.
- Blacks (10.9%) are almost four times as apt as whites (2.7%) to report their skills and abilities are being used "not at all well" in their present jobs.
- Males and females do not differ significantly with respect to how well they feel their skills and abilities are being used on their present jobs.

With respect to how their productivity as workers could be improved, responses given by members of the Gallup sample indicate that:

- Fewer than 10% reported they could not improve their productivity. This was true for both males (7.0%) and females (6.7%) and for both whites (7.5%) and blacks (3.8%).

- When presented with five possible sources of motivation for increasing their productivity, both males and females as well as whites ranked "If I received more recognition or appreciation" #1. Blacks ranked "higher pay" #1 by a wide margin.

With respect to the relative importance of "work" in total lifestyle, these data produced the following findings:

- About three in four (75.2%) judged "family or relationships to significant others" to be "most important." Clear differences exist between subgroups with 81.7% of females saying so as opposed to 69.5% of males. Similarly, while three in four whites (75.8%) said so, only two in three blacks (67.7%) did. However, no great differences existed among respondents in various age categories or from varying levels of education.
- For the total, as well as for "males" and for "Whites," "work" was judged as "most important" more than twice as frequently as "leisure." The relative importance of "work" versus "leisure" for white males seems clear.
- Females also judged "work" as "most important" more frequently than they judged "leisure," but not by a significant amount.
- Blacks judged "leisure" as "most important" more frequently than "work," but not by a significant amount.

*Policy Implication #9: A national policy is needed calling for concentrated efforts aimed at helping all persons – and especially women and minority persons – develop a meaningful and satisfying set of work values as part of total life values. Such values should be presented so as to include both paid and unpaid work.* Work values are alive and well among some of America's workforce – especially among its white, male members. This may well be true simply because they hold a disproportionate share of the best jobs (Earhart & Sandler, 1987; Johnston & Packer, 1987; National Alliance of Business, 1986). Whatever the reason, the net effect is to continue employer practices that lead them to prefer white males to either females or minority persons. As a result, many of the best jobs go to white males while minority persons and women are relegated to less challenging jobs that provide still less incentive to value "work" as an important and meaningful part of life. It is a vicious cycle and one that will be extremely difficult to break.

*Policy Implication #10: A national priority should be aimed at humanizing the workplace through helping all workers become more aware of the importance of their jobs and to providing employer recognition/appreciation rewards when workers perform their jobs well.*

This will be very difficult to implement. The conditions provided respondents for indicating changes that would lead them to become more productive are, for the most part, ones likely to be *less*, not more, available in the emerging service/information oriented/high tech society. For example:

> "*higher pay*" – almost all of the new jobs expected to be created in the 1986–2000 period will be in service-producing industries (Kutscher, 1987).

> Many will be relatively low-paid. Adding to this pessimistic outlook is the fact that the relatively higher paying manufacturing jobs are projected to fall from 19 million in 1986 to 18.2 million by 2000 (Personick, 1987).

> "*jobs that will lead to advancement*" – most of the new jobs to be created between 1986 and the year 2000 will be in small business without "career ladders" (National Alliance of Business, 1986).

> "*jobs that are important*" – this is difficult for many service-producing workers to see when there is no concrete product being produced.

Of all the possible ways of motivating workers to be more productive provided to these respondents, the one that seems most available to employers, regardless of the occupation, is providing workers "more recognition or appreciation." This is the response chosen by a higher percentage of workers (38.4%) than any other. Employers should pay special attention to how they can better motivate employees through recognition/appreciation systems. Certainly, with 9 of 10 workers reporting they *could* improve their on-the-job productivity, clear challenges of finding new ways of motivating them to do so exist.

The possibility that technology may serve to better motivate tomorrow's workers must not be ignored. The following quotation from a new Office of Technology (1988) report illustrates this:

> "There are . . . opportunities for making work rewarding . . . Technology can replace many of the most tedious, dangerous, and dehumanizing tasks while creating jobs that require more intellectual and social skills . . . Machines are likely to perform . . . repetitive tasks more . . . productively than people . . . one result of sophisticated technology may be a work force whose primary task is dealing with people . . ." (Page 3).

## Job Stress Reported by Adult Workers

The detailed tabular analyses of employed worker responses to four other questions provide data leading to the following findings:

With respect to job stress experienced in the last year:

- Statistically significant differences do not exist between percentages of males and females or between percentages of blacks and whites choosing any of the responses for the basic question related to job stress in the last year.
- While not statistically significant, about one in six men (15.4%) but only about one in five women (21.0%) report that, during the past year, job stress has interfered with their ability to do their job.
- Although not statistically significant, men (58.5%) appear to have experienced "little or no" job stress somewhat more often than women (50.4%) during the past year.
- Little or no job stress during the last year was reported by a much lower percentage of college graduates (50.3%) than high school dropouts (72.6%).

With respect to the degree to which adult workers experience conflict between the demands of their work and their family or personal relationships:

- About one in three workers – an estimated 37.4 million – reported such conflicts were experienced "a great deal" or "quite a lot."
- The percentage of college graduates (37.7%) reporting "a great deal" or "quite a lot" of conflict was not significantly higher than for high school graduates (27.3%).
- No statistically significant differences in percentages reporting work/family conflicts existed between males and females or between whites and blacks.

With respect to the frequency with which adult workers were requested to do illegal and/or unethical things on the job and their responses to such requests:

- About one in six adult workers – an estimated 15.1 million persons – report they have been asked to do things in their jobs that they considered to be unethical or illegal. No statistically significant differences exist here between males (13.7%) and females (14.0%) or between whites (12.8%) and blacks (20.9%).
- College graduates (15.0%) and those with some college (17.2%) were somewhat more likely than high school dropouts (6.2%) to report they have been asked to do things in their jobs that they considered to be unethical or illegal.
- The numbers used in reporting how adult workers who have been asked to do things they considered to be unethical or illegal on their jobs reacted when asked to do so are too small for use in deriving any defensible findings.

*Policy Implication #11: There is a need for a national policy encouraging the establishment and operation of in-house career counseling programs for employees within individual private sector companies.* If operating in-house, counselors will have some potential opportunities for influencing the work environments that appear to be contributing to these kinds of problems. Certainly, adjusting the environment to the worker is just as logical a procedure as adjusting the worker to the environment. Such an effort could be established as a separate program or as part of an existing total EAP undertaking.

Obviously, many small businesses will not find it practical nor possible to offer professional career counseling to their employees on an in-house basis. This makes it even more important that the Community Career Development Resource Center advocated earlier be established and made operational.

Failure to provide for career counseling needs of adult workers is almost sure to act as a barrier to productivity. It would be valuable to test the extent to which such counseling could be cost efficient for employers.

A national system of professional counselor education programs dedicated to producing the kinds of counselors required to function effectively in such programs does not exist at present. An obvious need exists for Federal/State support aimed at either changing current counselor education programs so as to meet career development needs of both youth and adults or creating a completely new and different system of preparing professional career counselors. This recommendation was made as *Policy Implication #7* cited earlier.

It requires no further expansion here.

## Discrimination in the Workplace

One item asked specifically about possible job discrimination problems faced by women and minorities in the workplace. The detailed tabular analysis for responses given by the subsample of employed workers to choices provided them in this item include:

- Close to 6 of every 10 persons surveyed (57.3%) reported there is no discrimination where they work. Males (57.0%) and females (57.6%) chose this response almost equally as often.
- Large and statistically significant differences exist between the percentage of whites (59.2%) and the percentage of blacks (38.5%) who reported that "no discrimination" exists. More than 60% of blacks failed to say there is "no discrimination" where they work.
- Fewer than one in ten (7.9%) reported that, where they work, women are discriminated against but minorities are not. This held true for both males (6.6%) and females (9.4%) as well as for both whites (9.4%) and blacks (8.0%).
- When asked if minorities but not women are discriminated against where they work, less than six percent of the total (4.5%), of males (3.3%), of females (5.8%) and of whites reported this to be true. However, 11.7% of blacks reported this condition exists where they work. This difference, while sizeable, is not statistically significant.
- When asked if both minorities and women are discriminated against where they work, 11.7% (an estimated 12.7 million workers) reported this to be true. Females (14.3%) and males (9.5%) were essentially in agreement. A statistically significant larger percentage of blacks (27.9%) than of whites (9.5%) reported this to be true where they work.
- When asked if "reverse discrimination" (defined as giving preference to women and minorities) exists where they work, sizeable differences in percentages of adult workers saying this is true are seen between males (17.9%) and females (8.1%) and between whites (14.4%) and blacks (4.6%). For the total sample, (13.7%) – an estimated 14.9 million persons – reported this to be true.

Because, for each of the 20 questions in this survey, data were analyzed separately both for males vs females and for whites vs blacks, further indicators of discrimination are evident in responses given to several items. Most have been identified earlier. Here, an attempt will be made to emphasize the presence of discrimination by placing *all* such indicators in two listings – one for "perceived gender inequity" and one for "perceived racial inequity." In each list, an asterisk (*) has been used when these differences are statistically significant at the .05 level of confidence. With respect to gender differences:

- A higher percentage of males (38.8%) than females (20.0%) reported seeking help from professional counselors.*
- A higher percentage of males (22.6%) than females (1.2%) reported mili-

tary service was important to them in getting their first full-time job.*

Differences of ten percentage points or greater but not statistically significant at the .05 level include:

- A higher percentage of females (81.7%) than males (69.5%) report "family and/or relationships" are more important than either "work" or "leisure."

Other differences of between 5 and 10 percentage points include:

- A lower percentage of females (25.7%) than males (35.3%) indicated they would *not* try to get more information about choices available to them if they could start over.
- A higher percentage of males (33.5%) than females (26.0%) found college and university programs important in getting their first full-time job.
- A higher percentage of males (14.1%) than females (6.7%) found apprenticeship important in getting their first full-time job.
- A lower percentage of males (55.6%) than females (61.7%) believe most adults need assistance in getting information needed to make career changes.
- A higher percentage of males (58.5%) than females (50.4%) reported experiencing little or no job stress. For each of the four choices given in this item, a higher percentage of females than of males reported job stress.
- A higher percentage of males (17.5%) than females (10.0%) report that "work" is more important than either "family relationships" or "leisure."

With respect to differences between blacks and whites:

- A higher percentage of whites (38.8%) than blacks (20.0%) who said they needed career development help during the last year reported seeking assistance from a professional counselor.*
- A higher percentage of blacks (78.5%) than whites (50.5%) reported that, if they could start over, they would try to get more information about their potential choices.*

Differences of ten percentage points or more but not statistically significant at the .05 level of confidence include:

- A higher percentage of blacks (21.7%) than whites (8.9%) reported needing help in selecting, changing, or obtaining a job during the last year.
- A higher percentage of whites (24.6%) than blacks (12.6%) found "chance circumstances" useful in finding their current job.
- A higher percentage of blacks (26.4%) than whites (11.7%) reported they got started in their present job by taking "the only job that was available."
- A higher percentage of whites (88.9%) than blacks (72.4%) reported their skills and abilities are being used "very well" or "fairly well" in their current jobs.
- A higher percentage of whites (42.2%) than blacks (30.3%) report using self-directed activities when seeking help in choosing or changing their jobs.
- A higher percentage of whites (31.3%) than blacks (19.1%) report that "college and university programs" were important to them in getting their first full-time job.

- A higher percentage of whites (62.6%) than blacks (45.2%) report they are likely to stay in their present jobs while more blacks (13.1%) than whites (2.3%) report they "don't know" what is likely to happen to them.
- A higher percentage of whites (34.5%) than blacks (23.9%) report that "most adults" have access to career information.
- A higher percentage of blacks (51.4%) than whites (35.1%) report that "higher pay" would cause them to accomplish more at their jobs.
- A higher percentage of whites (87.1%) than blacks (77.9%) report they have never been asked to do anything on their jobs that they considered to be unethical or illegal.
- A higher percentage of blacks (16.2%) than whites (6.5%) report that "leisure" is more important to them than "work" or "family/relationships." However, "work" was reported as "most important" by almost equal percentages of whites (14.4%) and blacks (13.0%).
- A higher percentage of blacks (57.1%) than whites (46.8%) report that high schools in their community don't pay enough attention to emphasizing career preparation for all students.
- A higher percentage of blacks (66.2%) than whites (48.0%) report that high schools in their community don't pay enough attention to preparing students to become informed citizens.
- A higher percentage of blacks (66.1%) than whites (53.4%) report that high schools in their community don't pay enough attention to preparing students who do not go to college for jobs or careers after graduation.
- A higher percentage of blacks (45.5%) than whites (27.4%) report that high schools in their community don't pay enough attention to preparing students for college.

Other differences of between five and ten percentage points include:

- A higher percentage of blacks (70.2%) than whites (60.5%) believe that high schools in their community don't pay enough attention to developing students' moral and ethical character.

***Policy Implication #12:*** *Current efforts to eradicate sexism in the workplace must be further strengthened and expanded.* Considered cumulatively, the nine examples of sexism cited above provide multiple indications that sex discrimination continues to operate in ways that deny women and girls full equity of opportunity for career development. All nine indicators are in the direction of supporting this conclusion. That is certainly not a chance occurrence. It is an *increase*, not simply a "maintaining current efforts" approach that is called for by these findings.

***Policy Implication #13:*** *Top priority in the national effort to eradicate discrimination in the workplace must center on eliminating racism.* Each of the 18 specific illustrations of apparent racial inequities inhibiting full opportunity for career development of blacks is indicative of serious problems of racism in American society. When contrasted with the illustrations cited earlier with reference to perceived gender inequities, the need for this priority is clear. Consider the following summary of figures presented above:

TABLE 2-1

| *Incidence Perceived Inequity* | *Gender* | *Race* |
|---|---|---|
| Total No. in Gallup data | 9 | 18 |
| No. Statistically Significant | 2 | 2 |
| No. With % differences >10% | 1 | 17 |
| No. Diff. between 5% and 10% | 6 | 1 |

These data lead to a conclusion that racial inequity appears to be an even larger societal problem in career development of adult workers than is gender inequities. An abundance of literature exists supporting this observation (Hoyt, 1988).

With black children three times as likely to live in poverty as white children (Research & Policy Committee, CED, 1987), it is vital that skills and abilities of black workers be fully used as part of a societal effort to help them move out of poverty. It is discouraging and alarming to note here a finding that only about 7 in 10 blacks as opposed to 9 in 10 whites feel their skills and abilities are being used "well" or "fairly well" in their jobs. It is even more discouraging to note that blacks are four times as apt as whites to report their skills and abilities are being used "not at all well." Systematic, conscientious efforts to discover and utilize skills and talents of minority persons is one way of providing equity of career development opportunity to minority persons. It should be pursued vigorously.

It is vital that attention be paid to how blacks can best be motivated to be productive in the workplace. Findings here indicating that "higher pay" is the most motivating element for blacks must be interpreted using data reported earlier indicating that blacks are more than twice as likely as whites to take "the only job available." That is, it is understandable why persons forced to take "the only job available" may not be inclined toward using factors intrinsic in the job as productivity motivators. There is no reason to believe – or to assume – that, when provided equity of career opportunity, motivation to be productive will be different for minority persons than for non-minority persons.

*Policy Implication #14: An urgent need exists to form partnerships between women and minority groups aimed at providing full equity of educational and career development opportunities to women and to minority persons.* The findings reported above in this section provide ample illustration that the existing education system is perceived by these respondents as providing greater opportunities to whites/males than to either females or black males. This is entirely consistent with research reported earlier by others (Garrett Park Press, 1987; *Time for Results*, 1986; Wetzel, 1987).

As part of this national policy, it should be recognized that, because their expressed needs for assistance are greater, "true equity" should be interpreted to mean that, at present, ***more and better*** educational and career development assistance be made available to women and to blacks than to whites/males. Once true equity is attained, equal access to help should, of course, become available to all.

*Policy Implication #15: Especially vigorous efforts should be directed toward educational reform in K-12 school systems enrolling large numbers of black youth.* For five of the seven educational goals included in this Gallup survey, significantly higher percentages of black than of white employed workers reported that "not enough" was being done by the schools in the communities where they live. About 60% of both blacks and whites agreed that "not enough" is being done to meet the remaining two goals – i.e., "developing students' moral and ethical character" and "teaching students how to think." For seven of the eight goals, more than 50% of black employed workers reported "not enough" is now being done. The situation is especially critical in urban areas where, even in 1986, 23 of the 25 largest school districts enrolled more minority than non-minority pupils (*A Nation Prepared*, 1986). Recent statistics indicating that minority enrollments in the nation's 15 largest school systems range from 70% to 96% are even more startling (McCarty & Carrera, 1988). The great need for massive reform of America's urban school districts is the central focus of a major Carnegie Foundation special report (Carnegie Foundation, 1988) and numerous journal articles (Maeroff, 1988). Ample justification for such an emphasis is clearly seen in the findings of this Gallup survey.

## Concluding Thoughts

As a collaborative undertaking of the National Career Development Association (NCDA), the National Occupational Information Coordinating Committee (NOICC), and the National Center for Research in Vocational Education (NCRVE), the 1987 Gallup Career Development Survey was an innovative and much needed effort to assess career development needs of adult workers. The very careful and professionally sound data gathering procedures used by the Gallup organization has allowed findings for each question to be interpreted in as clearcut a manner as is possible through survey research.

Only if this survey is repeated on a periodic basis will we know the extent to which progress is being made toward better meeting career development needs of adult workers. Here, it seems desirable to specify additional policy matters leading to possible need for revision of the current data collection instrument. They include:

- Subgroups of Hispanics, Asian-Pacific Islanders, and immigrants need to be studied. By the year 2000, blacks are expected to be 11.8% of the civilian labor force, Hispanics 10.2%, Asian and others, 4.1% (Fullerton, 1987). Hispanics are America's fastest growing ethnic group (National Education Association, 1987). If, because of need to restrict the size of the total sample to 1,000 persons or less, members of these groups cannot be legitimately represented with Ns large enough for detailed analysis, it may well be necessary to perform a series of independent sub-studies, one for each of these important populations.
- There is an equally urgent need to include data for adult workers with

handicaps. In 1984, almost 11% of the elementary and secondary school population was served by special educational services for the handicapped (Wetzel, 1987). The career development needs of such persons as they seek to enter and compete successfully in the labor force can be better met if data comparable to those collected here are available on a continuing periodic basis.

- It would be highly helpful if, in future revisions of this data collection instrument, the standard 10 major Bureau of Labor Statistics groupings of employed workers were substituted for the three occupational classifications used in this instrument. These three are so broad as to be of little practical significance to career development professionals.
- More useful data would be generated if, in asking employed adults to make judgments regarding the need for reform of school systems in the communities where they live, (a) the list of goals was expanded so as to be more comprehensive, and (b) new questions were added including one requesting judgments about the *content* of K–12 education and the other about the *structure* of K–12 education.
- It will be especially helpful if, in the future, sufficiently large numbers of full-time and part-time workers could be included so that findings from these two subgroups could be compared. The percentage of jobs that are part-time as opposed to full-time seems certain to increase markedly in the years just ahead (Smith, T., Walker, G & Baker, R., 1987). It seems reasonable to suspect that career development patterns and problems will differ for these two groups. It will be important to discover whether or not this is true.
- The social usefulness of data regarding discrimination will be enhanced if, in future surveys, the term "reverse discrimination" is defined accurately. As used here, this term was defined as meaning "giving preference to women and to minorities." This is *not* "reverse discrimination." Rather, it is simply to follow civil rights laws.
- When asking respondents to indicate their opinions regarding the importance of secondary schools preparing persons for work, it will be helpful if, in future surveys, differentiation is made between providing students with general employability skills useful in any occupation (career education) and specific entry level occupational skills (vocational education). Failure to do so in this survey made data impossible to interpret in a knowledgeable manner.

The policy implications growing out of findings identified here are, in part, ones that professional career development associations/organizations can move toward further development and subsequent implementation efforts. In part, however, these implications are ones that must be communicated and sold to key decisionmakers in Federal/state/local government, to key leaders in America's private sector, to policymakers in education at both the K–12 and postsecondary levels, and to the general public.

NCDA, NOICC, and NCRVE have, by collecting these data, accepted implied responsibility for going down an implementation path requiring the help and assistance of many other segments of society. It will not be easy. Nor can it occur quickly. Years will be required. The time to begin is now.

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# Counselors and Career Development—A Topic in Educational Reform Proposals: A Selective Review of National Education Reform Documents

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## INTRODUCTION

During the decade of the 1970s, the primary calls for educational reform came from the career education movement. By the end of that decade, the need for educational reform was generally accepted. As a result, the decade of the 1980s has witnessed a very large number of educational reform proposals. As we near the end of this decade, this kind of effort shows no clear signs of slackening.

For some time now, many counselors have expressed concern that the guidance and counseling domain in general—and career guidance in particular—has received insufficient emphasis in the most popular and most influential national calls for educational reform (Aubrey, 1984; Hohenshil, 1987; Hoyt, 1985). The Basic purpose of this document is to provide data useful to those wishing to test the validity of such fears, with special reference to career guidance and counseling. To do so, a decision was made to review the contents of currently popular national calls for educational reform that center around (1) the K-12 system structure, organization, and function (8 proposals); (2) the goal of education as preparation for work (13 proposals); and (3) needs of one or more specific segments of the K-12 student population (8 proposals). Each of these 29 reform proposals was picked, in part, on the basis of whether or not it seemed appropriate to assume that the topic of "career guidance" would be included within its contents. This has obviously led to a relative overload of reform proposals placing primary emphasis on the goal of education as preparation for work. This purposeful bias was inserted in an attempt to make the topic of "educational reform" most meaningful to career guidance professionals.

### The Data

The raw data used in reporting findings, conclusions, and implications from these 29 national reform proposals appear in **appendix A** of this paper. Each is numbered for purposes of referring to it in this paper. Here, an attempt has been made to include specific references to those reports in which the terms "counselor," "counseling," "career guidance," and/or "career development" appear. Where the report has been issued by an especially powerful national voice, the report is referenced in spite of its lack of attention to these terms—such as, when such organizations ignore counselors completely, they are telling us something valuable.

Several of the quotes found in **appendix A** pertain to related topics in which some use of career guidance professionals seems reasonable to anticipate even though that term per se is not found.

## FINDINGS

**Appendix B** summarizes the numbers found in this discussion. By studying this information, readers can acquire a general perspective useful in considering implications of the specific findings reported here.

Findings are reported here foreach of the three categories identified above in several subcategories including (a) the number of reports using any and/or all of the following terms: "counselor," "counseling," "career guidance," or "career development"; (b) the number who call for an increased effort in the guidance/counseling area; (c) the number whose comments regarding the guidance/counseling area are negative; and (d) the number that make no mention of the guidance/counseling area.

**Of the 8 reform proposals centering around K-12 education systems in general,** 6 mention one or more of the terms specified above. Of these six, one calls for an increase in counselors (#5), three either criticize counselors or call for major changes in the ways in which counselors are prepared and the ways they function (#2, #10, #11), and two mentioned counselors only in a noncommital fashion (#12, #4). **One or more** favorable remarks about counseling and/or counselors can be found in three of the five reports (#5, #10, #11). Two of these 8 reform proposals (#20, #29 made no mention of any of the terms specified above. Thus, **only 1 out of 8** of these national reports calls for more counselors without also calling for major changes in the ways in which counselors are prepared and/or function.

**Of the 13 reform proposals centering on education as preparation for work,** eight mention one or more guidance terms. Of the eight, six call for increased efforts in the guidance and counseling area (#6, #7, #8, #11, #16, and #19) while two (#1 and #13) either criticize counselors or call for major changes in counselor education and counselor role. Five of these 13 reports (#21, #22, #23, #24, #28) contain no references to the guidance and counseling movement in spite of the fact they speak about career development needs.

**Of the 8 reform proposals centering on needs of one or more specific subgroups,** five (#3, #9, #24, #17, and #18) either criticize counselors or call for major changes in counselor education and counselor role. The remaining three proposals in this area (#25, #26, #27) ignore the guidance and counseling movement in their recommendations even though many of the needs they believe should be met are guidance needs.

In summary, some mention of "counselors," "counseling," "career guidance," and/or "career development" was found in 19 of the 29 reform proposals studied. Of these 19, 9 call for an increased emphasis on guidance and/or an increase in the number of counselors. These nine appear to view the guidance and counseling movement as part of the needed **solutions** in educational reform. Eight others criticize the guidance and counseling movement and/or call for massive changes in the ways in which counselors perform their duties. Thus, these eight appear to view the guidance and counseling movement as part of the **problem** to be solved by educational reform. Two reports mentioned the word "counselors" without making any recommendations. The remaining 10 national educational reform completely ignore the guidance and counseling movement. It is as though this movement doesn't exist.

Two additional findings deserve mention here. One is that five of these reform proposals (#1, #6, #15, #17, #19) call for increased use of classroom teachers as counselors and/or for much closer counselor/teacher working relationships. The other is finding that seven of these reform proposals (#1, #3, #7, #8, #9, #14, #18) call for viewing counselors as members of a comprehensive **support services team**—such as, counselors are justified only when considered part of a broader team effort, not when they stand by themselves as simply one means of helping persons.

## IMPLICATIONS

The guidance and counseling movement has not been completely ignored by the "educational reform" proposals of the 1980s. Counselors can find some comfort in noting that in 9 of the 29 proposals reviewed here, an increased emphasis on guidance and counseling was called for. On the other hand, when one observes that six of these nine favorable recommendations came from proposals centering primary attention around education-work relationships, the picture becomes considerably less positive. Only one out of seven major proposals centering around general reform of the K-12 education system supported an increase in counselors and/or an increased emphasis on the guidance function. It is equally distressing to discover that of those proposals centering on better meeting needs of minorities only two of eight called for an increase in guidance and counseling.

Some of the reform proposals currently still most popular and/or written by agencies/organizations that the guidance and counseling movement needs as strong supporters are found in the list of those who completely (or essentially) ignored the existence of the guidance and counseling movement in their reports. Examples of such agencies and organizations include the following:

1. U.S. Department of Education—(both in its very first report *A Nation at Risk* and in its latest report *American Education: Making It Work*).
2. Committee on Economic Development—(in *Investing in Our Children: Business and the Public Schools*).
3. National Governors' Association—(both in *Time for Results* and in *Making America Work*).
4. Education Commission of the States—(in *Reconnecting Youth*).

There is no way the guidance and counseling movement will be able to grow as we wish it to so long as influential organization such as those listed above continue to ignore this movement in their educational reform proposals. Each of these groups favors a "team" approach. None has, to date, included counselors on their proposed "team."

Both the emphasis recommending greater involvement of classroom teachers in guidance and the emphasis on viewing guidance and counseling personnel as team members in a comprehensive support services team have great implications for the guidance and counseling movement. It seems highly unlikely that this movement can impact favorably on **educational** reform so long as it emphasizes primarily the importance of **counselors** and **counseling.** The prime avenues of hope appear to lie in embracing the team concept where counselor efforts are only one segment of a much broader set of attempts to be of help.

Counselors need to become more concerned about how much help comes to those they serve and less concerned about how much credit comes to the counselor. The career guidance movement has expended a great deal of time and energy during the 1980s in an attempt to convince decision makers that this movement should be considered a separate and unique **program** equal in status to any other educational **program.** To do so, many leaders in the guidance movement have tried to picture guidance as a "set of services" vs. guidance as a "program" as a conceptual choice counselors should make. This has been and will continue to be counterproductive to the goal of involving the guidance movement in the educational reform "bandwagon." If the guidance movement is to become adequately and appropriately involved in educational reform, it must come back to its historical roots and recognize that guidance is a **program of services**—i.e., to a recognition that the words "program" and "services" fit together and are not antagonistic to each other. Guidance must fit in with the global concept of support services if it is to find a firm place in the educational reform movement.

Finally, it is clear that, when the 29 reform proposals chosen for study here are examined, the single most important function reform leaders see counselors performing lies in the domain of career guidance—including assisting clients in educational decisions related to career decisions. When counselors are considered by educational reform leaders this appears to be the prime expectation of such leaders. Thus, career guidance is the domain apparently most open to counselors who desire to become involved in educational reform.

## APPENDIX A

## SELECTED EDUCATION REFORM PROPOSALS: QUOTES WITH IMPLICATIONS FOR SCHOOL COUNSELORS

#1 — *A nation at work: Education and the private sector.* (1984). Washington, DC: National Alliance of Business

(p. 7) *Improving Attitude and Guidance* — ". . . Students need to learn realistic work attitudes and behavior early in life . . . long before students reach dropout age . . . students need vocational exploration . . . to understand and prepare for the world of work."

"Many employers blame poor counseling. . . . Counselors need a much greater awareness of the job market and training opportunities . . . we must take the position that every teacher is a counselor . . . we must focus on increasing the knowledge of teachers about the business community and careers offered therein."

(p. 8) "Although business people stressed the importance of parents and instructors in the counseling process, they also indicated they would like to be more involved."

#2 — *A nation prepared: Teachers for the 21st century.* (1986). Washington, DC: Carnegie Forum on Education and the Economy.

(p. 84) "High schools ought to take particular care in counseling poor and minority students to make certain that they do not compromise their prospects for admission to four-year college and universities, by virtue of the courses they select . . . good counseling is indispensible for poor and minority youngsters who often have few others to turn to for advice."

#3 — *An imperiled generation: Saving urban schools.* 1988) A Carnegie Fondation special report. Princeton, N.J.: The Carnegie Foundation for the Advancement of Teaching.

(p. 30) "The Transition School—with its attendant counseling and guidance—is, we believe, an idea whose time has come."

(p. 32) "Flexibility depends heavily on good counseling. The school is, for many urban youth, the one institution that provides stability in a disintegrating community and, by operating in close alliance with other social service and health agencies, the urban school can help at-risk students confront problems that go beyond the academic."

NOTE: Of the eight basic proposals in their proposed "Urban Schools Program," counseling and guidance was not included (see p. 53-54).

#4 — Bennet, Wm. J. (1988). *American education: Making it work.* Washington, DC: Superintendent of Documents.

(p. 1) The only place the word "counselor" was found is on page 35 where, in describing "Hamilton High School," he says: "Hamilton's drug counselor doesn't think it's right to tell kids what not to do."

#5 — Bayer, Ernest L. (1983). *High school: A report on secondary education in America*. New York: Harper & Row.

(p. 131) *"Guidance: A Critical Need"*

Where do students turn for advice? The obvious place is the guidance office. But often this leads to frustration. At every school we visited, the counselors were shockingly overloaded. They had little time to talk to students about career choices or even to stay informed themselves."

"Voctional students occasionally get fragments of advice about job prospects, but, more often, they are on their own. Although high school counselors seem somewhat more confident in helpng students who are college bound, very often this means talking about how to get into competitive colleges."

"Our conclusion: The American high school must develop a more adequate system of student counseling. Specifically, we recommend that guidance services be significantly expanded; that no counselor should have a caseload of more than one hundred students. Moreover, we recommend that school districts provide a referral service to community agencies for those students seeking more frequent and sustained professional assistance."

#6 — *Building a quality workforce*. (1988). A joint initiative of the U.S. Department of Labor, U.S. Department of Education, and U.S. Department of Commerce. Washington, DC: Employment & Training Administration, U.S. Department of Labor.

(pp. 33-34) Under the heading "Strengthen Our Educational System," five (5) major recommendations were made. In none of these were "counselors" or "counseling" mentioned.

(p. 35) Here, eight (8) recommendations are made under the heading "Improve Educational Opportunities and Performance of the Disadvantaged." Once again, the terms "counselor," "counseling," "guidance," or "career development" cannot be found in any of these eight recommendations.

(pp. 39-61) "Community Partnerships That Work." The following quotes come closest to being related to counselors, counseling, and/or career development.

A. Prince George County, MD
  1. "The Advisory Council for Business and Industry established a Career Education Task Force . . . which has now made recommendations on employability skills . . . and . . . teacher programs." These recommendations include the following:
    a. The school should infuse career education programs throughout every grade level.
    b. Each school should have a fully staffed, fully equipped career center.

B. Cincinnati, Ohio
  1. "The Taft Project . . . provides intensive assistance in . . . improved counseling, mentoring, tutoring, smaller classes, and job programs."
  2. Under "Instructional Improvement," five strategies are included. One of these is listed as "a reduced counselor-student ratio."

C. Portland, Oregon
  1. Includes the STEP (Summer Training and Employment) Program. Of the three basic strategies for this program, one is listed as "personal counseling" and "designed in part to prevent teen pregnancies."

**#7** — *Business & education: Partners for the future.* (1985). Washington, DC: Chamber of Commerce of the United States.

(p. 40) Under *Starting a Business-Education Partnership*, they say: "1. What can we do to better assist non-college bound youth . . . work with guidance counselors to identify local employment opportunities?"

NOTE: This publication reviews eight major education reform proposals; in none of these review summaries is there one word about counselors.

**#8** — Charner, I. & Fraser, B. (1987). *Youth and work: What we know, what we don't know, what we need to know.* Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship.

(p. 68) "Counselors need to learn how to establish linkages with employers . . . thereby opening up channels of communication between young people's school and work experiences. In addition, school employment offices should offer students who are working or wish to work a full range of counseling and advisory services."

(p. 67) "Young people . . . should have access to a range of information and counseling regarding what to look for in a job; how to make the most of the work experience; what the trade-offs are. . . how to budget their time; how to handle their earnings ; how to deal with pressures of the workplace; how to recognize when and if work begins to interfere with other activities; and what to do about it."

**#9** — *Children in need: Investment strategies for the educationally disadvantaged.* (1987) A statement by the Research and Policy Committee of the Committee for Economic Development. New York: Committee for Economic Development.

(p. 56) "Few large urban schools have adequate guidance staffs . . . Disadvantaged middle school students need much more in-school guidance than their more affluent peers, but they seldom have adequate counseling . . . It is . . . important that low-income, minority youths receive guidance on higher education and future careers . . . businesses can make a contribution through volunteer career counselors and mentors."

(p. 57) "In addition to the need for more qualified guidance counselors, we see three specific areas where the guidance function for at-risk students needs to be improved: (1) employment and career opportunities; (2) postsecondary school placement; and (3) psychological needs and family problems."

**#10** — *Educating Americans for the 21st century.* (1983). Washington, DC: The National Science Board Commission On Precollege Education In Mathematics, Science, and Technology.

(p. 41) "Guidance counselors play an important role in academic and career advising of students. School districts must give special consideration to the preparation and responsibilities of those persons who occupy such positions. In addition to competence in the technical areas of advising and counseling, guidance counselors should be selected and trained with appropriate emphasis on their sensitivity and understanding of the Nation's commitment to abolishing discrimination based on race, sex, ethnicity or socioeconomic conditions."

#11 — *Employment policies: Looking to the year 2000.* (1986). Washington, DC: National Alliance of Business.

(p. 7) "The workforce will require better labor market information and improved counseling, testing, and assessment services. . . . Youth must be provided information on job opportunities as early as junior high so they can begin to explore careers. Equally as important, they need sound advice based on aptitude tests and other assessment tools concerning those job areas for which they may be best suited . . . Lack of career knowledge among youth . . . contributes to poor work attitudes and job hopping and affects long-term earnings."

(p. 13) "Beginning at the junior high and middle level schools . . . an ideal time to provide counseling . . . that can relate a student's interests, aptitudes, and skills to the labor market.

(p. 15) "Individuals should have flexibility to choose services and training that reflect occupational interests."

#12 — Goodlad, John L. (1984). *A place called school: Prospects for the future.* New York: McGraw-Hill Book Company.

NOTE: The words/terms "counselor," "counseling," "guidance," "career guidance," or "career development" appear nowhere in the index of this book. The only time "counselors" are mentioned is as follows:

(p. 311) "The central concept is that each house is to be characterized by its own curriculum, students, faculty, and counselors."

(pp. 343-346) "Career education and the world of work"—In this section, Goodlad suggests replacing traditional "vocational education" with what he calls "experience-based career education" available K-12 to all students and involving collaborative private sector/education system relationships. An illustrative quote is:

(p. 344) "From the early years on, schools should and can play a useful role in the development of a mature perspective on careers, career choice, and basis of career decision making."

NOTE: Even here, the words "counselor" or "counseling" do not appear!

#13 — *High schools and the changing workplace: The employers' view.* (1984). Washington, DC: National Academy Press.

(p. 32) "Career guidance should go beyond merely providing information on specific jobs or industries quite late in a student's school career. Guidance should include academic, social, and personal concerns as well as the cultivation of attitudes and habits conducive to success in the world of work. Students need to understand the work ethic—that work is a central reality of life—one that, in addition to providing income, can pay well in satisfaction and self-esteem."

#14 — McCarty, Joan & Carrera, John. (1988). *New voices: Immigrant students in U.S. public schools.* Boston: National Coalition of Advocates for Students.

(p. 102) One of the six kinds of "comprehensive support services" recommended is: "ACCESS TO COMPREHENSIVE VOCATIONAL COUNSELING."

(p. 103) "A special Commission on Precollege Guidance and Counseling of the College Board found that counseling and guidance programs in the schools are often in a state of disrepair . . . (and) . . . those who most need quality counseling services are often least likely to get it. . . . (We) support these findings. . . . Additionally, action is needed to meet the special needs of immigrant students. For these students, the guidance department may be a cricially important place . . . Availability of quality, comprehensible counseling services for immigrant students is essential."

NOTE: On pp. 103-104, each of the eight recommendations of the College Board Commission on Guidance and Counseling is listed followed by a specific supplementary recommendation for implementation with minority youth.

#15 — Sizer, Theordore, R. (1984). *Horace's compromise: The dilemma of the American high school.* Boston: Houghton-Mifflin Company.

(p. 137) "Counselors today act either as administrators, arranging schedules and job and college interviews and the like, or as teachers, coaching and questioning young people about their personal concerns. Good teachers are good counselors, in that second sense; students turn to them for help, whether or not their titles identify them as 'guidance' people. Most high school guidance departments are overloaded with obligations, many of which are contradictory . . . A decenteralized school, with small academic units has less need for specialized counseling offices; improved faculty-student ratios make this possible. The administrative obligations now traditionally handled by such offices can be placed directly under the principal. Staff members who are well trained in counseling and testing skills can support the teachers in each small academic unit."

#16 — Smith, T., Walker, G., & Baker, R. (1987). *Youth and the workplace: Second-chance programs and the hard-to-serve.* Washington, DC: William T. Grant Foundation Commission on Work, Family, and Citizenship.

(p. 39) "The fields of counseling, education, social work and psychology are ample sources for materials and ideas. These fields have not been systematically explored or assessed from the perspective of second-chance programs . . . efforts to examine those fields for their lessons in second-chance programming deserve support."

#17 — *The forgotten half: Non-college youth in America.* (1988) Interim Report. Washington, DC: The Wm. T. Grant Foundation Commission on Work, Family, and Citizenship.

(pp. 54-55) "School counseling is the wailing wall of American education. . . . Outsiders complain that it is ineffective, biased, and a waste of money . . . Even school counselors admit that too much of their time is spent on paperwork."

"Short of a new profession, there are at least three other options for change. One would be . . . to double the number of counselors . . . Second, there could be a redefinition of teachers' roles . . . so that teachers assume a larger role in . . . counseling . . . students. . . . The professional counselor's role . . . would be to train and assist teachers. . . . A third approach would be to abandon the whole idea of school counselors and to locate counselors elsewhere."

"One model . . . employs job training specialists in schools." All of these proposals are costly. . . . Still . . . each community will need to explore which . . . can be implemented in place of the current paucity of relaible counseling and information services."

#18 — *The forgotten half: Pathways to success for America's youth and young families* (1988). Final report. Washington, DC: Wm. T. Grant Foundation Commission on Work, Family, and Citizenship.

(p. 8) Under "targeted needs," the five needs of out-of-home youth listed include "counseling"—five needs of at-risk families include "improved counseling."

(p. 44) "In one study . . . teachers and guidance counselors were sought out only in relation to quite circumscribed issues, those having to do specifically with academic performance or, often, substance abuse."

(p. 44) "FOCUS ON YOUTH," a project of the Los Angeles Educational Partnership . . . (includes) counselors in 19 areas . . . schools get to know students and their families, make referrals to community agencies and help out with special home or school problems. . . . In one high school, students who participated in the program for three years had only a five percent dropout rate—fully thirty points less than the school-wide average."

(p. 124) Under "Pathways to Success" recommendations, "improved counseling" is listed as one of five needed "individualized services."

(p. 133) Under "Ingredients of success in expanding educational opportunity," nine (9) elements are listed as needed. One of these 9 is "individual counseling and life planning skills instruction."

#19 — *The unfinished agenda: The role of vocational education in high school.* (1984). Columbus, OH: The National Commission on Secondary Vocational Education.

(p. 10) "We need comprehensive career guidance programs that will provide this information . . . available to all students, covering all subjects, and leading to all occupations. . . . We cannot achieve this goal . . . when counselors must deal . . . with 400 or more students. Nor, unless counselors and teachers cooperate . . . to facilitate the career development of students . . . unless counselors expand their use of group techniques, computer-assisted guidance, comprehensive information systems, and . . . counselors must serve as a resource to integrate career guidance concepts in the classroom."

## SELECTED REFORM PROPOSALS THAT IGNORE GUIDANCE & COUNSELING

#20 — *A nation at risk: The imperative for educational reform.* (1983). Washington, DC: The National Commission on Excellence in Education.

(p. 13) "Our goal must be to develop the talents of all to their fullest. Attaining that goal requires that we expect and assist all students to work to the limits of their capabilities."

#21 — *America's competitive challenge: A report from the Business-Higher Education Forum.* (1983) Washington, DC: The Forum.

NOTE: Nothing could be found here referring to "counselors," "counseling," "career guidance,", or "career development."

#22 — *Investing in our children: Business and the public schools.* (1985). A statement by the research and policy committee of the Committee for Economic Development. New York: Committee for Economic Development.

"Employers . . . decry the lack of preparation for work among the nation's high school graduates. . . . Many high school graduates are virtually unemployable."

(p. 3) "The central purpose of education is to develop the potential of every student, regardless of race, sex, or physical handicap."

"One of the most important ways people can realize their potential is through productive and rewarding work."

In discussing exemplary efforts, one of those discussed is "The Boston Compact." Among the findings is the following:

"A career specialist, who works for the PIC, and is paid with school department funds, is in nearly every high school, helping young people prepare for, find, and succeed in employment."

#23 — Kerns, D. & Doyle, D. (1988). *Winning the brain race: A bold plan to make our schools competitive.* San Francisco: ICS Press.

Nowhere in this major reform proposal is there mention of "counselor," "counseling," "career guidance," or "career development." On "vocational education," the following quote is illustrative:

(p. 4) "Lest readers think that I'm interested in vocational education, let me assure you that nothing could be further from the truth . . . the last thing Xerox and other high-tech companies need is vocational education. We need employees who are . . . "liberally" educated . . . flexibility, adaptability, inventiveness, even playfulness.

#24 — *Making America work: Productive people, productive policies.* (1988). Follow-up report 1988. Washington, DC: National Governors' Association.

The words "counselor," "counseling," "career guidance," and/or "career development." were not found in this important report.

#25 — Miller, S., Nicolau, S., Orr, M., Valdivieso, R., & Walker, G. (1988) *Too late to patch.* Reconsidering second-chance opportunities for Hispanics and other dropouts. Washington, DC: Hispanic Policy Development Project.

While no mention is made of the words "counselor," "counseling," "career guidance," or "career development," the following quote is indicative of the fact that disadvantaged youth have what we would call career development needs:

(p. 45) "We wish . . . to underscore the crucial need (for youth, Grade 6—Grade 12) to: (1) know what kinds of jobs are available and what skills these jobs require; (2) understand that they . . . have to 'give', i.e., work to learn, in order to 'get'; (3) perceive that . . . local business is . . . concerned about their education and their skills; and (4) gain experience in working so . . . they can see a . . . relationship between education and job opportunities and between hard work and success."

#26 — *One-third of a nation.* (May, 1988). A report of the commission on Minority Participation in Education and American Life. Washington, DC: American Council on Education.

Nowhere in this eloquent plea for providing appropriate equity of educational and career opportunities to minorities are counselors or counseling mentioned as one of the possible sources of assistance to be tried.

#27 — *Reconnecteing youth: The next stage in reform.* (1985). A report from the business advisory commission of the Education Commission of the States. Denver, CO: Education Commission of the States.

NOTE: Neither counseling and guidance nor counselors are mentioned in this report. However, on page 17, the following list they call "indicators of growing youth problems" is presented:

1. **Children in poverty** — Up from 16% in 1970 to 22% in 1985. Almost half of Black children and one-third of Hispanic children live in poverty.
2. **Drug and alcohol abuse** - Up 60-fold since 1960.
3. **Teenage pregnancy** — Up 109% for Whites, 10% for non-whites since 1960.
4. **Unmarried mothers** — Up from less than 1% in 1970 to over 6% today.
5. **Female headed households** — Up from 12% in 1970 to 23% in 1984.
6. **Teenage homicide** — Up more than 200% for Whites, 16% for non-Whites since 1950.
7. **Teenage suicide** — Up more than 150% since 1950.
8. **Teenage crime** — Arrrests up from 18% in 1960 to 34% in 1980 (18 to 24 year olds).
9. **Teenage unemployment** — Up 35% for non-Whites, 60% for Whites since 1961.

Certainly, it seems reasonable to believe professional counselors could make some positive contributions toward alleviating these kinds of youth problems.

#28 — *The fourth R: Workforce readiness.* A guide to business-education partnerships. Washington, DC: National Alliance of Business.

Nowhere in this report could the terms "counselor," "counseling," "career guidance," or "career development." be found.

#29 — *Time for results:. The governors' 1991 report on education.* (1986). Washington, DC: National Governors' Association.

NOTE: This historic and very significant document does not discuss the topic of counseling and guidance nor the need for counselors of any kind. The entire counseling and guidance movement is ignored in this report.

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## APPENDIX B

### INDICATORS OF THE PRESENCE AND NATURE OF COMMENTS REGARDING GUIDANCE AND COUNSELING FOUND IN 29 SELECTED NATIONAL PROPOSALS FOR EDUCATIONAL REFORM

| Number/Name of Report | | "Counselor" "Counseling" "Guidance" Mentioned | Call for Increase in Resources | Favorable Remarks about Counselors | Critical of Current Practice | Recommended Changes | Counselors in a Support Services Team | Emphasis on Teachers as Counselors |
|---|---|---|---|---|---|---|---|---|
| 1 | A Nation at Work | Yes | | | Yes | Yes | Yes | Yes |
| 2 | A Nation Prepared | Yes | | Yes | | Yes | | |
| 3 | An Imperiled Generation | Yes | | | | | Yes | |
| 4 | American Education: Making it Work | Yes – (BUT only in a "passing comment" manner) | | | | | | |
| 5 | High School: A Report on Secondary Education | Yes | Yes | Yes | Yes | Yes | | |
| 6 | Building a Quality Workforce | Yes | Yes | Yes | | Yes | | Yes |
| 7 | Business & Education: Partners for the Future | Yes | | | Yes | | Yes | |
| 8 | Youth and Work | Yes | | | | Yes | Yes | |
| 9 | Children in need | Yes | Yes | | Yes | Yes | Yes | |
| 10 | Educating Americans for the 21st Century | Yes | | Yes | | Yes | | |
| 11 | Employment Policies: Looking to the Year 2000 | Yes | Yes | | | Yes | | |
| 12 | A Place Called School | Yes – (BUT only in a "passing comment" manner) | | | | | | |

## APPENDIX B (continued)

| Number/Name of Report | "Counselor" "Counseling" "Guidance" Mentioned | Call for Increase in Resources | Favorable Remarks about Counselors | Critical of Current Practice | Recommended Changes | Counselors in a Support Services Team | Emphasis on Teachers as Counselors |
|---|---|---|---|---|---|---|---|
| 13 High School and the Changing Workplace | Yes | | | Yes | Yes | | |
| 14 New Voices | Yes | | | Yes | Yes | Yes | |
| 15 Horace's Compromise | Yes | | | Yes | Yes | | Yes |
| 16 Youth & the Workplace | Yes | | Yes | | | | |
| 17 The Forgotton Half (Interim Report) | Yes | Yes | | Yes | Yes | | Yes |
| 18 The Forgotten Half (Final Report) | Yes | Yes | | | | Yes | |
| 19 The Unfinished Agenda | Yes | Yes | | | Yes | | Yes |

### Selected National Reform Proposals that Ignore Guidance and Counseling

20 A Nation at Risk: The Imperative for Educational Reform
21 America's Competitive Challenge: A Report From the Business-Higher Education Forum
22 Investing in Our Children: Business and the Public Schools
23 Winning the Brain Race: A Bold Plan to Make Our Schools Competitive
24 Making America Work: Productive People, Productive Policies
25 Too Late to Patch: Reconsidering Second-chance Opportunities for Hispancis and Other Dropouts
26 One-Third of a Nation
27 Reconnecting Youth: The Next Stage in Reform
28 The Fourth "R": Workforce Readiness
29 Time for Results: The Governors' 1991 Report on Education

*Prepared by: K. Hoyt, College of Education, Kansas State University*

## BUSINESS - EDUCATION CAREER DEVELOPMENT COLLABORATION ACT OF 1989

### Background

A. The need for educational reform has strong support among almost all segments of society at the present time.

B. Prime basis of reform calls has been the need to produce graduates able to be effective labor force participants as America seeks to compete in the world marketplace. This means producing graduates with:

1. Basic academic skills
2. Productive work habits
3. Strong desire to work
4. Entry level specific occupational skills

C. (B-4) takes most of the $1+ billion authorized under H.R. 7 as amended ("Applied Technology Education Amendments of 1989").

1. This proposal is to cover B-1, B-2, & B-3 using $100 million of the $1+ billion authorized for this legislation.
2. This proposal aims to replace those parts of H.R. 7 covering B-1, B-2, & B-3 with a new business-education collaborative approach

D. Education reform proposals can be classified in two basic ways

1. Process change proposals
   a. These are people change programs aimed primarily at increasing both motivation and commitment to do.
   b. They are relatively cheap
   c. They are popular with almost all involved in them
   d. They do produce clear evidence of effectiveness when done right
2. Structural change proposals
   a. These are system change programs aimed primarily at changing the basic ways in which educational institutions are operated.
   b. They include such things as: (1) year-round schools; (2) competency based instruction; (3) open entry-open exit education; (4) computer assisted instruction; (5) raising graduation requirements; etc.
   c. They are relatively expensive - (billions of dollars required)
   d. They are controversial - some strong opponents can be expected
3. THIS PROPOSAL IS FOR "PROCESS", NOT "STRUCTURAL" CHANGE

E. H.R. 7, as now written, is now essentially an implementation program aimed at serving vocational education students operating through formula driven grants to States and, from States, to local school districts. It assumes we know what works.

F. This proposal is for a demonstration program aimed at serving ALL students that could be operated either by the U.S. Department of Education or through grants made to State Departments of Education and then on to local educational agencies.

1. Both private sector & education system eligible grant applicants
2. One year (with 2nd & 3rd year continuing applications) - not 3 year -grants
3. Both business and educator participation required in development of all grant applications made under this legislation.
4. Special provisions to be written in each title aimed at providing equity of career opportunities for women, minority persons, poor persons, and persons with handicaps.

G. The Job Training Partnership Act (JTPA) is ignored in this proposal because of the complexity of including it. It should be pointed out that this could be made a part of this proposal.

H. The concept of "YOUTH SERVICE-LEARNING" is ignored in this proposal because of lack of knowledge regarding whether or not legislation will be forthcoming in this area. It could easily be made a part of this proposal by emphasizing the importance of unpaid work as well as paid employment.

## Goals of This Legislation

A. To help those to be served
   1. Develop strong work values leading to a desire to work
   2. Acquire the general employability skills of successful workers
      a. Productive work habits
      b. Basic academic skills
      c. Skills in acquiring educational/occupational information
      d. Career decisionmaking skills
      e. Job seeking/job finding/job getting/job holding skills
      f. Skills in making productive use of leisure time
      g. Skills in humanizing the workplace for oneself
   3. Make reasoned career decisions based on self/occupational knowledge
   4. Engage in work that is personally meaningful to the individual and beneficial to society.

B. To contribute to educational reform through business/education collaborative demonstration programs aimed at substantially increasing educational productivity through:
   1. Increasing motivation of teachers to teach
   2. Increasing motivation of pupils to learn
   3. Adding expertise of private sector persons to that of educators

C. To demonstrate the values and valid ways of developing true business-/education system collaboration involving
   1. Joint authority
   2. Joint responsibility
   3. Joint accountability

## Title I: Business/Education Collaboration in Career Awareness and Career Exploration for K-12 Pupils

A. Background Perspective
   1. Expertise of both private sector and education system is needed
   2. Most current "partnership" efforts aren't collaborative ones
   3. Must begin in early elementary school years if adequate motivation to learn basic academic skills is to be provided

B. Purposes
   1. To demonstrate problems encountered both in the private sector and in the education system when attempts to establish truly collaborative programs are made.
   2. To demonstrate the differing kinds of skills needed for quality career awareness/career exploration efforts possessed by private sector persons as opposed to educators.
   3. To demonstrate how truly collaborative career awareness/career exploration programs evolve over a period of time in a given community.
   4. To demonstrate the differing kinds of motivational appeals most effective in helping both educators and business/industry to value and to participate in truly collaborative efforts.

B. Eligible applicants include:
1. K-12 educational institutions
2. Private sector businesses/organizations
3. Consortia of business/education organizations/associations

C. Funds can be used for:
1. Establishing and operating business/education collaborative bodies
2. Developing materials for use in collaborative programs
3. Paying expenses for operating training programs for teachers and business persons aimed at helping them become effective in working together in true collaborative fashion.
4. Providing small financial rewards to participating educators
5. Paying travel expenses of participating business persons who work in these programs in school settings

D. Proposals required to be
1. Jointly developed by private sector and education system
2. Approved by local K-12 Board of Education
3. Written so as to call for
    a. Collaboration (joint authority/responsibility/accountability)
    b. Strong evaluation component
    c. Participation of ALL K-12 youth in the education system
4. Written so as to hold clear potential for local support once Federal demonstration funds have ceased

Title II: Parent Involvement in Career Development

A. Background
1. Hypothesis: Differences between Japanese and American pupils in academic achievement, productive work habits, and desire to work may be due more to differences in parent/child relationships than in teacher/child relationships.
    a. In Japan, homework is routine - in America its an unusual event
    b. In Japan, parents value education - in America, they criticize it
2. Pupils consult their parents more often than their teachers or school counselors regarding career plans. Parents need to know more about how to help their children in career development.
3. The growing presence of the two-employed-worker family has served to
    a. Decrease the time many parents have to spend with their children
    b. Decrease opportunities for youth to engage in unpaid work as part of the home/family structure

B. Purpose: To demonstrate how to encourage and help parents to become constructively involved in
1. Serving as positive occupational role models for their children
2. Providing career awareness/exploration activities for their children
3. Participating with children in homework assignments
4. Interacting with the education system in constructive ways

C. Funds available under this title can be used for:
1. Demonstrating how to conduct effective parent/teacher workshops designed to help parents and teachers learn how to work together in homework programs

2. Demonstrating how to conduct effective parent workshops aimed at helping parents learn basic ways of helping their children in career development.
3. Demonstrating how to develop helpful and appealing parent materials both on homework and on career development
4. Demonstrating how to reward teachers who provide good homework assignments to pupils and then follow through in grading the pupil's work and providing parents with feedback
5. Demonstrating how to provide effective community based "homework centers" for those youth whose family circumstances make it unlikely that parents can participate in a highly effective manner in meeting purposes of this title.

D. Eligible applicants
   1. K-12 school districts
   2. Business/Education collaborative consortia.

E. Proposals required to be
   1. Jointly developed as business/education collaborative efforts
   2. Approved by local Board of Education
   3. Written so as to
      a. Call for sound evaluation
      b. On-going efforts once Federal funds have been withdrawn
      c. Call for collaborative involvement of business and education

Title III: Educator Inservice For Increasing Educational Productivity Through Career Development

A. Background
   1. Teachers rightfully resist efforts to "add on" topics over and beyond the substantive content they are trying to teach in any given class period.
   2. It is essential that any proposal for a new emphasis be one that
      a. Holds potential for helping - not hurting - pupil chances of learning the subject matter
      b. Provides some rewards to teachers who implement the proposal
   3. Many K-12 school counselors need assistance in learning how to:
      a. Become effective in career development aspects of their work
      b. Learning how to work collaboratively with teachers and with members of the business community.

B. Purposes
   1. To demonstrate how to motivate teachers to want to teach through showing them the career implications of their subject matter.
   2. To demonstrate how to help teachers develop both the desire and the expertise required to use community resource persons in classrooms as role models, mentors, and sources of career information for pupils.
   3. To demonstrate how to help teachers learn how to infuse a "careers" emphasis in their teaching in ways that enhance chances pupils will be motivated to learn the subject matter.
   4. To demonstrate how to help teachers learn how to emphasize the importance and reward the practice of productive work habits on the part of pupils in daily classroom work.

   5. To demonstrate how to help school counselors acquire both the desire and the necessary skills (including skills in working in a collaborative fashion) to make career development a high priority for use of counselor time.
   6. To demonstrate how to help private sector persons develop essential skills and essential organizational systems for participating in classroom infusion activities in an effective and efficient manner.

C. Funds can be used for:
   1. Inservice training efforts aimed at developing competencies and collaborative skills of teachers, counselors, and private sector persons.
   2. Developing and distributing career information (including that produced by the NOICC/SOICC network) helpful in infusing a "careers" emphasis in classrooms and in counselor career development activities.
   3. Developing and implementing program evaluation efforts.
   4. Supporting salary and office operating expenses of career development specialists and other staff members whose primary duties are to organize and operate activities included in efforts funded under this Act.

D. Eligible Applicants
   1. K-12 school districts
   2. Business - Education collaborative career development consortia

E. Proposals required to be:
   1. Jointly developed by business/education collaborative efforts
   2. Approved by local Board of Education
   3. Written so as to:
      a. Call for sound evaluations
      b. Hold high promise of resulting in on-going efforts once Federal funds have been withdrawn
      c. Call for collaborative involvement of business and education in implementation activities.

Title IV: Community Career Development Centers

A. Background
   1. Occupations are changing rapidly. The average worker can be expected to change occupations 3 - 5 times during his/her working years.
   2. About 1.5 million workers are structurally displaced from their jobs each year - and must therefore seek a different kind of work.
   3. With 5 of every 6 new workers expected between now and 2000 to be women, minority persons, and/or immigrants, there is great need to provide special career development assistance to such persons.
   4. The know-how to operate career development centers exists now.
   5. Many K-12 school districts operate inadequate career development programs for students seeking to enter the work force.
   6. In 1987, 1 of every 3 employed adult workers considered changing occupations.

B. Purposes

1. To demonstrate how to integrate career development assistance programs available through Federal programs (such as ES, SRS, JTPA, BLS, NOICC), the private sector, and the education system into a coordinated program serving both youth and adults in the community.
2. To demonstrate how best to provide special career development assistance to (a) out-of-school youth; (b) structurally displaced workforce members; (c) minority persons; (d) poor persons; (e) persons with handicaps; and (f) women seeking to enter and/or re-enter the workforce.
3. To demonstrate how to serve as a high quality source of career development assistance to K-12 youth in school districts having inadequate career development programs as part of the education system.

C. Funds can be used to:

1. Establish and operate training programs aimed at equipping persons with job seeking, job finding, job getting, and job holding skills.
2. Establish and operate computer assisted programs providing accurate and current information regarding career training programs available through public and private education at the local, state, regional, and national levels.
3. Establish and operate high quality career counseling programs that utilize the skills of professional career counselors, private sector persons, and educators.
4. Establish and operate educational and job placement programs (including financial aid information) for both youth and adults.

D. Eligible Applicants

1. Business - Education collaborative career development consortia.
2. Community organizations
3. K-12 and/or postsecondary education institutions.

E. Proposals required to be:

1. Jointly developed by business/education collaborative efforts
2. Approved by SOICC, ES, JTPA, SRS, and ED department at State level.
3. Written so as to:
    a. Call for sound evaluations
    b. Contain a plan (including possible fee structures) for continuance once Federal funds have been withdrawn.
    c. Call for collaborative involvement in implementation efforts by both business and the education system.

Title V: Career Development Programs in Postsecondary Education

A. Background

1. Of the 21 million new jobs to be created between now and the year 2000, over 1/2 will require some form of postsecondary education. The greatest increase will be at the sub-baccaulrate degree level.
2. The UCLA annual survey of entering college freshmen consistently shows "to get a better job" as the prime reason expressed for attending college.
3. The average college student changes his/her major 2 - 3 times and 30 - 50% of undergraduate students have not yet made firm career choices.

4. While career development continues to be a high priority in most community colleges and postsecondary vo-tech institutions, it has not become a high priority in most four year colleges and universities.
5. Current career development efforts on college campuses are often operated separately by counseling centers, by work experience programs, and by career planning and placement offices on the campus. Often no coordination exists.

B. Purposes
   1. To demonstrate how to motivate all postsecondary education institutions to make career development programs for students a high priority.
   2. To demonstrate how to provide opportunities for postsecondary education institutions to improve the quality and comprehensiveness of their career development efforts.
   3. To demonstrate how to involve private sector representatives in collaborative career development programs in postsecondary educational institutions.
   4. To demonstrate how to maximize both the effectiveness and efficiency of career development efforts in postsecondary educational institutions through coordinating activities undertaken by various specific segments.

C. Funds may be used for:
   1. Establishing and operating coordinated campus-wide comprehensive career development programs that combine: (a) career counseling; (b) computer-assisted career guidance; (c) career exploration/tryout work experience programs; (d) career planning courses; and (e) career placement programs.
   2. Involving private sector companies in collaborative career development program efforts in ways that take advantage of their expertise, resources, and experience.

D. Eligible Applicants
   1. Postsecondary educational institutions
   2. Business - Education collaborative career development consortia

E. Programs required to be:
   1. Jointly developed by business/education collaborative efforts
   2. Written so as to:
      a. Call for sound evaluation
      b. Hold high promise of resulting in on-going efforts once Federal funds have been withdrawn.
      c. Call for collaborative involvement of business and education in implementation activities.

## Title VI: Collaborative Career Development Program Efforts Aimed At Prevention of Human Problems

A. Background
   1. Both educational systems and the private sector are faced with increasingly serious problems of students/employees related to such human problems as: (a) drug and alcohol abuse; (b) racism and sexism; (c) nutritional deficiencies; (d) single parent families; (e) divorce; (f) child/spouse abuse; and (g) rape/abortion/pregnancy.

2. The presence of such problems, both individually and collectively, contribute greatly to loss of productivity in both educational institutions and in private sector operations. The costs are great and they are growing.
3. The presence of such problems has negative impact on providing adequate career development opportunities to persons experiencing one or more of these kinds of human problems.
4. Career development programs hold positive potential for serving both as preventive mechanisms and as one kind of treatment utilized by community human service agencies in helping persons with such problems.
5. Traditionally, both the business community and the education system have seen their interactive role with community human service agencies to be largely limited to referral. If strong career development programs exist, they could also become partners in prevention of human problems with community human services agencies.

B. Purposes

   1. To demonstrate how to include, as role models and/or mentors for youth currently at risk with respect to specific human problems, private sector persons who have solved such problems
   2. To demonstrate how best to help youth become aware of and sensitive to the many ways in which substance abuse and other kinds of human problems seriously impedes full career development.
   3. To demonstrate how to add a sense of purpose and purposefulness for youth with respect to career development that will help youth be less susceptible to the temptations to engage in the kinds of activities leading to many human problems.
   4. To demonstrate how to use career development as a prevention tool for in-school youth in ways that hold potential for reducing future EAP costs to business and industry.
   5. To demonstrate how to increase effectiveness of working relationships between both education systems and business/industry in their attempts to work with community human services agencies.

C. Funds available under this title can be used for:

   1. Identifying and using as role models/mentors private sector persons who are recovered from specific human problems being experienced by youth in educational institutions.
   2. Establishing and implementing collaborative programs in which private sector representatives and educators conduct joint collaborative workshops for in-school youth that emphasize the negative effects of substance abuse in the workplace versus the positive effects of career development.
   3. Establishing and operating workshops/class discussions for youth in which private sector representatives illustrate the ways in which their work has given added meaning and purpose to their lives.
   4. Establishing and implementing programs aimed at helping educators, business persons, and human services professionals, better understand the basic missions of all three groups and develop plans with respect to how they may work together in order to help youth.

D. Eligible Applicants
   1. Business - Education collaborative career development consortia
   2. K-12 school districts
   3. Postsecondary educational institutions
E. Proposals required to be:
   1. Jointly developed by business/education collaborative efforts
   2. Approved by a local Board of Education or educational governing body
   3. Approved by at least one leading community human services agency.
   4. Written so as to:
      a. Call for sound evaluations
      b. Call for involvement of community human services agencies
      c. Call for collaborative involvement of business and education in implementation activities.
      d. Hold high promise of resulting in on-going efforts once Federal funds have been withdrawn.